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Governments of Botswana, Lesotho, Namibia, South Africa and Swaziland

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List of Abbreviations

AIDS	Acquired Immune Deficiency Syndrome	LGA	Local Government Authority
AO	Area Office	MDT	Multi-disciplinary Team
AOI	Area of Impact Framework	M&E	Monitoring and Evaluation
AP	Action Programme	MOU	Memorandum of Understanding
APSO	Action Programme Summary Outline	NFE	Non Formal Education
BLNS	Botswana, Lesotho, Namibia & Swaziland	NGO	Non-Governmental Organisation
C138	ILO's Minimum Age Convention, No. 138 of 1973	NSC	National Steering Committee
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999	OVCs	Orphans and vulnerable children
CDW	Child Domestic Work	RO	Regional Office
CL	Child Labour	SACU	Southern African Customs Union
CLAP	Child Labour Action Programme (South Africa)	SAPS	South African Police Service
CLIG	Child Labour Inter-sectoral Group (South Africa)	SARB	South African Reserve Bank
CRC	Convention on the Rights of the Child	SAYP	Survey of Activities of Young People, 1999 (South Africa)
CLCs	Child Labour Committees	SDC	Swiss Development Corporation
CSEC	Commercial Sexual Exploitation of Children	Sida	Swedish International Development Cooperation Agency
CTA	Chief Technical Adviser	SIMPOC	ILO's Statistical Information and Monitoring Programme on Child Labour
DE	Departments responsible for education	SPF	Strategic Programme Framework
DFID	Department for International Development (UK)	SPIF	Strategic Programme Impact Framework
DHA	Department of Home Affairs, South Africa	SPO	Senior Programme Officer
DJ	Department responsible for justice	STI	Sexually Transmitted Infection
DL	Department responsible for labour and employment matters	TBP	Time Bound Programme
DSD	Departments responsible for social development	TOT	Training of Trainers
EU	European Union	UNDP	United Nations Development Programme
GDP	Gross Dational Product	UNESCO	United Nations Educational, Scientific and Cultural Organisation
GNP	Gross National Product	UNICEF	United Nations Children's Fund
GTZ	Gesellschaft für Technische Zusammenarbeit	USAID	United Stated Agency for International Development
HIV	Human Immune Deficiency Virus	USD	US Dollars
HQ	Headquarters	USDOL	United States Department of Labor
IA	Implementing Agency	WFCL	Worst Forms of Child Labour
ILO	International Labour Organization		
INGO	International Non-Governmental Organisation		
IO	Immediate Objective		
IOM	International Organisation on Migration		
IPEC	International Programme on the		

Executive Summary

Child labour is prevalent throughout southern Africa. The problem however varies in size and nature among the different countries of the Southern African Customs Union (SACU) that are covered under this Support Project. The SACU countries are South Africa and the neighbouring countries of Botswana, Lesotho, Namibia and Swaziland, commonly referred to as the BLNS countries after their initials. Sectors where children perform child labour include subsistence and commercial agriculture, transport, domestic services and the urban informal sector.

In addition, the exploitation of children in commercial sex, in criminal activities and in other worst forms of child labour is a dimension of the problem that is particularly unacceptable. There is therefore an urgent need to address the most intolerable forms of child labour as is spelled out in ILO Convention No. 182 (C182) on the elimination of the Worst Forms of Child Labour through:

- immediate time-bound measures to achieve such elimination, where sufficient information is available to address this and where the policy context has developed sufficiently to do so; and
- laying the foundations for eliminating the WFCL by gathering basic information on how widespread the worst forms are and possible ways of eliminating them.

Time Bound Programmes (TBPs) are comprehensive programme frameworks that combine sectoral, thematic and area based approaches, linking action against the worst forms of child labour to national development policy and strategies. TBPs are one of the tools for assisting the ILO member States to fulfil their obligations in terms of the Convention.

The problem of child labour appears in all the five SACU countries in broadly similar forms. This similarity of the problem as well as the proximity of the countries to each other, and the high level of social and economic linkage between them, suggest that the most effective way of tackling the problem is through a sub-regional approach. South Africa is well advanced in developing a national Child Labour Action Programme (CLAP) that will include action steps to address the Worst Forms of Child Labour (WFCL). The other four countries have still to begin a similar process, although various steps in this direction have been taken in some of the countries. The ILO/IPEC support to the TBP process in southern Africa is therefore through this sub-regional project with three components – one to contribute to the further development and implementation of a TBP on the WFCL and related action steps within South Africa's CLAP, another to strengthen the knowledge base and capacity as the basis for the eventual development of national TBPs in the BLNS countries, and a third, sub-regional component to document and share experiences on the TBP and action against WFCL in southern Africa.

1. South Africa

The process of developing a national Child Labour Action Programme (CLAP) commenced in

1996. Much information on child labour has been gathered and analysed. Broad consultation programmes have been run. Many government institutions have participated in formulating a wide range of measures addressing the causes or the effects of child labour in the country. The formulation of this programme is near completion (see Annex 1 for the current version of CLAP). South Africa is therefore in a good position to launch a more comprehensive time-bound programme to address the Worst Forms of Child Labour (WFCL).

The South African component of this sub-regional project in support of the Time-Bound Programme ('the SA Component') will be implemented in support of the national Child Labour Action Programme (CLAP). It will focus on strengthening the CLAP, in particular by leveraging resources and establishing linkages with other national policy and programme frameworks. This will strengthen the enabling environment for the elimination of the worst forms of child labour at the macro level. The SA Component has also been designed to reduce the incidence of priority WFCL as identified by the National Steering Committee and other stakeholders.

To strengthen the enabling environment, the SA Component will sponsor new research and policy discussions to increase knowledge and capacity of relevant institutions. Ways will be explored to target the rollout of government and other stakeholders' programmes and policies on poverty, employment, labour and social matters more effectively in areas where the work that children do has serious negative effects on them. The SA Component will draft, propose and lobby for new legislative measures against worst forms of child labour and strengthen national capacity for their enforcement. Moreover, it will aim to increase public awareness and social mobilization against the worst forms of child labour.

Direct action will be focused on piloting methodologies for addressing certain WFCL and strengthening local capacity to monitor and manage action against them. The SA Component will also emphasize local advocacy and social mobilization at a provincial and national level. It will support existing measures for social safety nets and economic opportunities for the benefit of poor families and communities vulnerable to the WFCL. To ensure that children withdrawn from work will not go back to work, the SA Component will pilot relevant and quality educational alternatives for them, building on the existing work of the South African government.

It is important to understand that in South Africa the responsibility for direct action for child labourers and their families, i.e. measures to withdraw children from child labour (CL) and to eliminate WFCL, lies squarely with the government and its agencies. Their willingness to do so is demonstrated through the support given to the CLAP process. The purpose of this sub-regional project of support to the TBP is to support the government in these efforts through complementing their actions with effective research and policy development, extensive capacity building, developing an effective monitoring and evaluation system and the demonstration of innovative ways to tackle CL through well targeted pilot projects. In particular the TBP focuses on activities that require once-off financial, technical or other resources that will enable the country to continue with longer-term actions, which are less resource-intensive and thus feasible for ongoing inclusion in local budgets. For the programme against CL and WFCL in South Africa to be sustainable, this particular arrangement of responsibilities is essential.

An important component of this project will be the development of tools and mechanisms to measure the impact of the project and its contribution to the national CLAP. A baseline survey will be conducted to measure the needed indicators including the incidence of the selected worst forms at the national level. A mid-term evaluation and a final independent evaluation will be conducted.

2. BLNS Countries

In the BLNS countries comprehensive time bound strategies such as the CLAP in South Africa have not yet been developed. For that reason the focus in these countries will be on laying the foundations for concerted action against the WFCL, possibly in the form of future national TBPs. Although the review and development of policies and legislation, public awareness raising and actual interventions to address WFCL are important elements of a comprehensive time bound child labour action programme, support to the BLNS countries under this project will focus mainly on contributing to knowledge on WFCL and action taken to address them, pilots to test ways of addressing child labour and building the capacity for the elimination of WFCL. The assumption is that alternative sources of support for other elements of a comprehensive strategy to address child labour would be explored in these countries.

Activities at national level will be defined in stakeholder-driven planning exercises based on an Area of Impact Framework (AOI) to be developed in national Strategic Programme Impact Framework (SPIF) workshops at the beginning of the project.¹ Based on the Area of Impact Framework, participating countries will identify appropriate interventions to gather information on and contribute to their knowledge of WFCL and interventions which address them. These interventions will be implemented through sub-contracts given to national institutions and organisations, in line with standard ILO/IPEC procedures.

To allow for flexible planning and implementation and to build capacity in planning and monitoring, national level interventions will be implemented in four stages. Between each stage national self-evaluation *cum* planning workshops will be held. These workshops will allow for documentation of experience and for mid-course corrections based on needs and commitment. Thus, monitoring and documentation play a key role in the project's approach to facilitate planning, documentation of good practises and dissemination of information. In this way the monitoring of the project has been incorporated into the design.

Through contributing to knowledge on child labour and interventions to address it, and strengthening their capacity for the elimination of WFCL, it is expected that child labour issues will attract more public, political and policy attention. It is also expected to empower national actors from the grassroots to the policy makers to take up action against the worst forms of child labour in line with C182. This could possibly be in the form of a national Time Bound Programme in each of the BLNS countries, which could be developed in due course.

¹ Both AOI and SPIF are tools developed by ILO/IPEC for use in TBPs. More information on these tools is available on the IPEC website.

3. Sub-regional level

Gathering and dissemination of information and sharing of experience through workshops and other means will be the focus of project activities at sub-regional level, where training and experience sharing workshops on common key issues are planned. In addition, the project will set up and facilitate sustainable mechanisms for continued sharing of information and experience, such as inventories and forums for debate. It is expected that new initiatives and synergy effects will be created as a result of the sharing of experience and information.

A second important aspect of the project at a sub-regional level is the facilitation of effective measures to combat cross-border trafficking of children for work purposes, as well as any other WFCL that have a cross-border nature.

1. Background & Justification

1.1 Introduction

Child labour is prevalent throughout southern Africa. The problem, however, varies in size and nature among the different countries of the Southern African Customs Union (SACU) that are covered under this Support Project. SACU member countries are South Africa and the neighbouring countries of Botswana, Lesotho, Namibia and Swaziland, commonly referred to as the BLNS countries after their initials (Map 1). Sectors where children perform child labour include subsistence and commercial agriculture, transport, domestic services and the informal sector, in particular retail trade.

In addition, the exploitation of children in commercial sex, in criminal activities and in other Worst Forms of Child Labour (WFCL) is a dimension of the problem that is particularly unacceptable. There is therefore an urgent need to address the most intolerable forms of child labour as is spelled out in ILO Convention No. 182 (C182) on the elimination of the Worst Forms of Child Labour through:

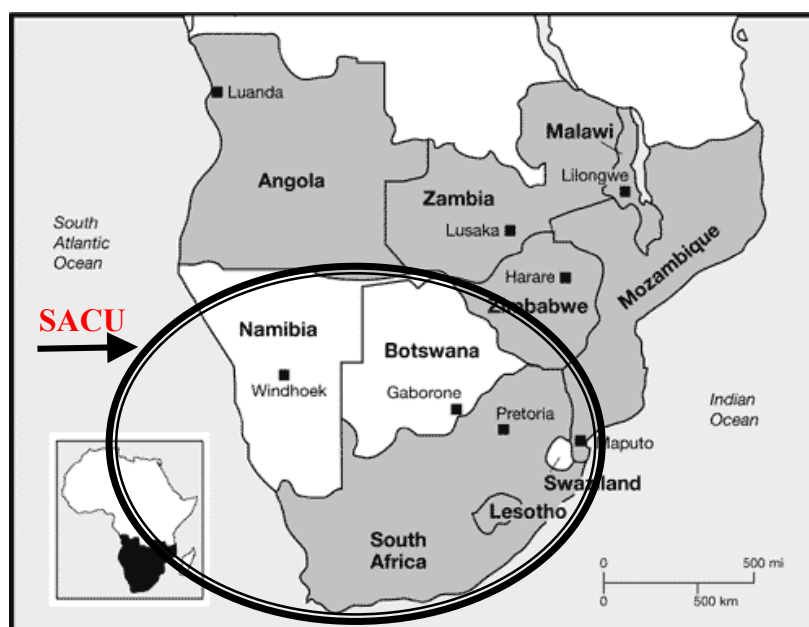
- immediate time-bound measures to achieve such elimination, where sufficient information is available to address this and where the policy context has developed sufficiently to do so; and
- laying the foundations for eliminating the WFCL by gathering basic information on how widespread the worst forms are and possible ways of eliminating them.

Time Bound Programmes (TBPs) are comprehensive programme frameworks that combine sectoral, thematic and area based approaches, linking action against the worst forms of child labour to national development policy and strategies. TBPs are one of the tools for assisting the ILO member States to fulfil their obligations in terms of the Convention.

The problem of child labour appears in all the five SACU countries in broadly similar forms. This similarity of the problem as well as the proximity of the countries to each other, and the high level of social and economic linkage between them, suggest that the most effective way of tackling the problem is through a sub-regional approach. South Africa is the furthest ahead in developing a national Child Labour Action Programme (CLAP) that will include action steps to address the WFCL (see Annex 1). The other four countries have still to begin a similar process, although various steps in this direction have been taken in some of the countries. The ILO/IPEC support to the TBP process in southern Africa is therefore through this sub-regional project with three components – one to contribute to the further development and implementation of a TBP on the WFCL and related action steps within South Africa's CLAP, another to strengthen the knowledge base and capacity as the basis for the eventual development of national TBPs in the BLNS countries, and a third, sub-regional component to document and share experiences on the TBP and action against WFCL in southern Africa.

The bulk of the resources of this Support Project are proposed to be allocated to the first component. This reflects in part the more advanced stage of the process in South Africa and the far larger scope of planned action against child labour, notably its worst forms, in this country. South Africa's child population too, is several times larger than that of the BLNS countries combined.

Map 1: The SACU countries in southern Africa



Source: <http://www.christianaid.org.uk/southernafrica/map.htm>

1.2 Socio-economic context

Table 1.1 provides a few basic socio-economic indicators for the SACU countries. South Africa is by far the largest, in both demographic and economic terms. With an estimated population of over 44 million in 2001 it dwarfs the BLNS countries, each of which has a population of between 1 and 2 million. It is also the richest in terms of per capita income. As a result, the South African economy accounts for some 92 per cent of the total GDP of SACU, with the share of the BLNS countries ranging between under 1% in case Lesotho to 4% in case of Botswana.

All the SACU countries are ranked as Medium Human Development Countries in the UNDP's Human Development Index. They are thus far from being amongst the world's poorest countries. According to World Bank estimates, some 15 per cent of South Africa's population fell below an international poverty line of \$2 a day in the mid-1990s, although the proportion was much higher in the BLNS countries for which data are available (Table 1.1). All the SACU countries are however amongst the most unequal societies anywhere in the world with, Gini coefficients of

Table 1.1 – Selected socio-economic indicators for the SACU countries

INDICATOR	South Africa	Botswana	Lesotho	Namibia	Swaziland
Population (millions) (2001)	44.4	1.7	1.8	1.9	1.1
GNP/capita (PPP US\$) (2001)	11.290	7.820	2.420	7.120	2.570
GDP growth rate (average annual %) (1990-99)	1.9	4.3	4.4	3.4	–
Gini coefficient (mid-1990s) ²	0.59	0.63	0.56	0.71	0.61
% population below income poverty line of \$2 a day	14.5	50.1	65.7	55.8	-
Adults living with HIV/AIDS (% age 15 – 49) (2001)	20.1	38.8	31.0	22.5	33.44
Life expectancy at birth (years) (2001)	50.9	44.7	38.6	47.4	38.2
Net primary enrolment ratio (%) (2000-01)	89	84	78	82	93
Net secondary enrolment ratio (%) (2000-01)	57	70	21	38	44
UNDP's Human Development Index (value (rank)) (2001)	0.684 (111)	0.614 (125)	0.510 (137)	0.672 (124)	0.547 (133)

Source: UNDP, *Human Development Report 2003*, and World Bank *World Development Report 2003*.

income/expenditure distribution of around 0.6 or more in the 1990s. Among the serious problems

² Gini coefficient is a measure of inequality with a value in the range 0-1. A value of zero indicates absolute equality and a value of 1 indicates absolute inequality.

affecting the SACU countries are the exceedingly high rates of unemployment. What is more, the rate of unemployment is commonly twice as high for the younger persons in the labour force, those in the 15-24 age group. The poor prospects for employment could lessen the value of education in the eyes of children as much as those of adults, although school enrolment and attendance figures appear to indicate that this is not yet having a serious effect on educational attainment. On the other hand, it could increase the felt need to get education, to increase chances in competition with others for scarce jobs.

The socio-economic context in South Africa is further elaborated at a later stage because of the importance of the South African economy within the region and because this support programme focuses in much more detail on action within South Africa. By the same token, the discussion of socio-economic context in the BLNS countries is fairly limited.

1.3 Child labour in SACU: The problem

This section provides an overview of the nature, extent and causes of the problem of child labour in the SACU countries. Some policy implications that arise from the findings are also discussed briefly. The evidence and analysis presented here dwells more on the situation in South Africa. There are two reasons for this. First, this project is mainly concerned with support for a time-bound programme (TBP) for the elimination of the worst forms of child labour (WFCL) in South Africa. The activities proposed in the BLNS countries are mostly of a preparatory nature and fairly modest in scope. The second reason for the emphasis on South Africa is the fact that existing empirical evidence is more abundant for this country where a major survey of the activities of young people was carried out in 1999 and thorough analysis is available. Of the BLNS countries, only Namibia has undertaken a similar comprehensive survey, also in 1999. For the remaining BLNS countries the existing evidence is scattered and often problematic. An overview of the situation in the BLNS countries may be found in Annex 2.

1.3.1 Child labour in South Africa³

Survey of Activities of Young People (SAYP)

The analysis below relies primarily on data from the Survey of Activities of Young People (SAYP) conducted during mid-1999 by Statistics South Africa in conjunction with various other institutions and with the collaboration IPEC. This survey was conducted in all nine provinces of

³ This section is based on two official and one unofficial document analysing the SAYP data. See Statistics South Africa and Department of Labour, *Survey of Activities of Young People in South Africa 1999, Country Report on Children's Work-related Activities*, Pretoria, 2001; Department of Labour, *Towards a National Child Labour Action Programme for South Africa, Discussion Document*, October 2002; and Laura Poswell and Morné J. Oosthuizen, "Child labour and development in South Africa: A national policy study", ILO/IPEC, April 2003. The last document was prepared by the Development Policy Research Unit, University of Cape Town, under the DPNet component of IPEC's Networking project funded by DFID.

the country, and in all types of settlement areas. The methodology involved two phases. In the first phase, 26 081 selected households in 900 primary sampling units were visited to establish whether or not the household contained at least one child between 5 and 17 years of age who was involved in some type of child work. For the second phase, a sub-sample of all households containing at least one working child was selected. More detailed questions were asked of all children in 4 494 selected households as to the types of activities they engaged in.

The name of the survey, and the use of the word ‘activities’ rather than ‘labour’ was deliberate. The definition of ‘child labour’ is not a simple exercise, but one that needed to emerge out of a national discussion. The survey thus attempted to describe the activities of children **without passing judgement as to what was work, labour or other activity, or what was good or bad for the child**. It was hoped that using the word ‘activities’ would minimise the likelihood that respondents who feared to be judged guilty of allowing child labour would bias their responses or refuse to allow their children to participate.

In order to leave the scope for definition as wide as possible, the survey attempted to pick up as wide a range of work-liked activities as possible. In doing so, it followed international experience and advice as to what different players considered to be work. It also drew on local and international experience in designing the phrasing of questions so as to avoid bias due to different perceptions as to what constituted work.

One set of key questions asked whether the child had performed one or more of a range of prompted activities in the past seven days or 12 months for pay, profit or economic family gain. The prompted activities were:

- Running any kind of business, big or small, for the child him/herself;
- Helping unpaid in a family business;
- Helping in farming activities on the family plot, food garden, cattle post or kraal;
- Catching or gathering any fish, prawns, shellfish, wild animals or any other food, for sale or for family consumption;
- Doing any work for a wage, salary or any payment in kind;
- Or begging for money or food in public.

Aside from begging, these are the standard prompts currently used for employment in other Stats SA survey. In addition, however, the SAYP also asked whether the child had been engaged in:

- Housekeeping and family care activities within their households (referred to as ‘household chores’);
- Fetching fuel or water; or
- Helping in cleaning and improvements at school unrelated to studies (referred to as ‘school-related work’ or ‘school labour’).

Affirmative responses to the standard questions regarding pay, profit or economic family gain, to the prompts on fetching fuel or water, and to the prompts on housework where the child was not living with at least one parent, grandparent or spouse, were all considered ‘economic’ work, in line with international convention.

Key findings

At the time of the survey, there were an estimated **13,4 million children** in South Africa between the ages of 5 and 17 years. Taking different cut-offs of the number of hours worked by a child per week, the following proportions of children engaged different work-related activities:

- **45% (6,0 million)** were doing at least *one hour* of ‘economic’ work a week, and/or five hours or more per week of school-related work, and/or seven hours or more of household chores;
- With a slightly higher cut-off point for ‘economic’ work of *three hours* per week and *seven hours* per week for other types of work, **36% (4,8 million)** of children in this age group were engaged in work.
- With an even higher cut-off of *12 hours* of economic activities per week, 14 hours of household chores and 12 hours of school labour, **12,5% (1,7 million)** of children in South Africa were doing work. Long hours fetching fuel or water is the main reason for the work the children were doing..

Fetching fuel or water was classified as an ‘economic’ activity in the SAYP. It was, in fact, the most common economic activity in that **33% (4,5 million)** of all children between 5 and 17 years spent one hour or more per week **fetching fuel or water**. Many people would find this classification contrary to how they think about economic work.

If we exclude those whose only economic work was fetching fuel and water or unpaid domestic work, **one in every seven (2,0 million)** children in the age group did economic work for one hour or more a week, about **one in every 12 (9%, or 1,1 million)** did this work for three hours or more per week, and about **one in every 31 (3%, or 0,4 million)** did so for twelve or more hours. Boys were more likely than girls to be doing economic work – there were 615 000 boys and 520 000 girls who reported doing (narrowly defined) economic work for three hours or more.

Of the children engaged in economic activities for three hours per week or more, 59% (625 000) said they were working because they had a **duty to help their family**, and a further 15% (155 000) said they worked to **assist the family with money**. The only other significant reason – accounting for 16% (164 000) of working children – was for pocket money. Adults shared the same view as to why children were engaged in economic activities.

As expected, older children were more likely than younger ones to do economic work. Children in **deep rural** (mostly ex-homeland) areas were the most likely to do economic work for three hours or more per week (12%), closely followed by those in **commercial farming** areas (11%).

The incidence was about half these levels for urban informal (6%) and urban formal (5%) settlements.

Most children who engage in economic activity do so unpaid in family enterprises, mostly in agriculture and trade, which are likely to be mostly micro enterprises. Of the children doing three hours or more, 59% worked in **agriculture** and 32% in **trade**. Of those in agriculture, many were working in **subsistence agriculture**, on family farms, rather than as paid employees. So, for example, only 12% of children working in agriculture were in commercial farming areas while 77% were in other rural areas. Similarly, in trade many were working in family businesses rather than as paid employees.

Turning to the younger age group of 5-14 years olds, the industry breakdown for economic activities (excluding fetching fuel and water and unpaid domestic work) of children is reported in Tables 1.3 and 1.4 for two cut-off levels of at least three or 12 hours of work per week. They reveal that, of children engaged in practically all kinds of economic activities, whether for three hours or for twelve hours or more per week, the majority reside in deep rural areas. The only exception is children employed in private households who are working for three hours a week or more. As working hours per week increase, the proportion of children in all industries, other than commercial agriculture, who reside in deep rural areas also increase. This is probably related to the high levels of poverty in the deep rural areas, and indicates that these areas should be emphasised in a programme of action.

For all industries, the majority of children worked between three and seven hours a week. This time category accounted for 55% of children working in agriculture, 48% of trade and 47% of other industries.

Table 1.3 – Children aged 5-14 years working 3 hours a week or more in economic activities by industry

Industry	Number of children spending 3 h/w + on economy. Activities	Proportion of these children who live in deep rural areas	Number of children working 3 h/w + as proportion of all children aged 5-14
Subsistence agriculture	390 000	83%	3.7%
Wholesale and retail trade	225 000	58%	2.1%
Commercial agriculture	67 000	61%	0.6%
Manufacturing and construction	15 000	93%	0.1%
Private households	13 000	31%	0.1%
Total	728 000	44%	6.8%

Table 1.4 – Children aged 5-14 years working 12 hours/week or more in economic activities by industry

Industry	Number of children spending 12 h/w + on economic activities	Proportion of these children who live in deep rural areas	Number of children working 12 h/w + as proportion of all children aged 5-14
Subsistence agriculture	129 000	91%	1.2%
Wholesale and retail trade	86 000	63%	0.8%
Commercial agriculture	29 000	52%	0.3%
Manufacturing and construction	12 000	100%	0.1%
Private households	8 000	50%	0.1%
Total:	266 000	77%	2.5%

Children from poorer households are more likely than others to be engaged in all forms of work. Thus while children in households with annual incomes of R4 200 or less account for 21% of all children, they account for 26% of children engaged in only economic activities for three hours a week or more, 28% of those engaged only in school labour, 25% of those engaged in both economic and school labour, and 27% of those engaged in economic, household and school labour. The R18 001+ category, on the other hand, accounts for 29% of all the children, yet only 18% of those doing economic, household and school labour.

In South Africa in general, 39% of children were **living** in households **with both their parents**, while only 25% of children collecting fuel were living in such households. 70% of children engaged in such activities were living with their mother only or with neither parent. Of the small number of children begging that were captured in the survey, only 15% were living with both parents, whereas 61% were living with neither parent.

There are also differences between children from different population groups. For example, while only 9% of white children reported being engaged in work activities with the cut-off of three hours for economic, **41% of African children** were so engaged.

Children aged 5-14 years who appear to be **working in contravention of the law** account for 30% plus of the children working in economic activities. This holds across all hour-based categories where there are sufficient observations for reliable disaggregation, with the proportion of illegal work increasing with the number of hours worked. Of those children working illegally, more than 70% work in **family businesses**. While such children are assisting their family in ‘carrying on’ a business – and as such are technically employed – it will often be very difficult to prove since both the family and the child are likely to deny this.

Of the children engaged in narrowly-defined ‘economic’ work for three hours or more, a full 61% (2,1 million) said they were exposed to **hazardous conditions**, 2% (58 000) said that they had suffered **illness** related to their work, and 4% (153 000) said they had been **injured** at work.

If **all the hours worked** by a child per week are taken into consideration older children were more likely to work longer hours than younger children. The average workload per child

increases by approximately half an hour per week for each extra year. Children living outside the formal urban areas are also likely to do more work than children living in the formal urban areas. The average child in a formal urban area does approximately 8 hours of work a week compared to 11 hours a week for children outside formal urban areas. There are no significant differences between informal urban, other rural areas and commercial farms. African and coloured children in formal urban areas tend to work longer hours than their white counterparts.

1.3.2 WFCL in the SACU countries

Information on WFCL in South Africa has been sourced from the draft national Child Labour Action Programme (CLAP) for South Africa. The information on WFCL in BLNS is based on scoping studies that were conducted in these countries with the aim of

- identifying sources of information on child labour in these countries;
- documenting actions and initiatives undertaken by these countries to address child labour; and
- summarising the information available.

It is further informed by consultations during missions to the four BLNS countries conducted in 2003. A concluding workshop was then held in Johannesburg to discuss and synthesise the information obtained from these missions.

In summary, available information suggests the following regarding child labour in Southern Africa:

- Child labour in the formal economy appears not to be common and is not identified as a priority for action. However, further investigation of child labour and WFCL in formal businesses could be required, especially in selected sectors/industries in the various countries. A priority focus in this regard would be child work and labour in commercial agriculture.
- Most children work in the informal sector (including subsistence agriculture) in an unregulated “market” in jobs that are often invisible and where information about child labour and child work is scarce and difficult to obtain.
- Definitions and views of child labour are closely related to tradition, as well as cultural values and beliefs about socialisation.

Available information allows one to sketch the following picture of the WFCL in Southern Africa:

Agriculture

Agriculture is generally regarded as the sector in which child work and child labour are most prevalent in all the countries concerned.

- In South Africa, the 1999 SAYP found that agriculture (commercial and subsistence agriculture) accounted for 55% of all children engaged in economic activities for more than twelve hours per week. Anecdotal evidence suggests that children of farmworkers are sometimes forced to work for the landowner for little or no wages to secure their family's accommodation on the farm or to obtain a piece of land.
- In Botswana, the 1995/96 Labour Force Survey found that 3 085 children between the ages of 12 and 14 years were employed at the time, the majority in 'Traditional Agriculture' (2 076 children). Of the 18 478 children between the ages of 15 and 19 years were working in Botswana at the time, 6 125 were working in 'Traditional Agriculture'.
- In Lesotho, because of the long-standing pattern of male migrant labour, households are *de facto* headed by women, which means that many of the activities to do with farming and particularly looking after the livestock have been transferred to boys, in their fathers' absence. Some boys are also employed from a relatively young age to herd stock. In 1999, 11% of all Basotho boys were involved in herding, many apparently doing so under harmful conditions.
- In Namibia, the 1999 Namibia Child Activities Survey found that 82% of rural children who worked did some form of agricultural activity. A recent informal survey of 230 commercial farms by the Namibia Farm Workers Union (NAFWU) found that child labour on commercial farms in Namibia was rife.
- According to the 1997 Population and Housing Census in Swaziland, 4 521 children between the ages of 12 and 17 years were working in traditional or subsistence agriculture, while 403 worked on commercial farms.

Many more children work in subsistence agriculture than in commercial agriculture. In subsistence agriculture children work for their parents, relatives or are employed by other families. It is in commercial agriculture where children appear to be most vulnerable to exploitative and abusive work and labour practices. Some children who live on commercial farms may be forced to work under threat that they and/or their families will be evicted from the farm. Among some marginalised groups, children are born into families where their destiny is to 'inherit' the work their fathers do/did on commercial farms. Usually, these children do not attend school and are sometimes even discouraged from it. Examples include the Basarwa (or 'remote area dwellers') in Botswana and the San and Himba in Namibia. Although children working on commercial farms sometimes receive payment for their work, there are often wage disparities between child and adult workers, with the children receiving less than adults.

- In Botswana and Lesotho, a distinct commercial element has evolved around child work in agriculture in the sense that poor families increasingly 'rent' boy children out to herd animals for wealthy cattle owners. There is no effective legal protection for these children. There are also indications that children are recruited in Lesotho, and possibly

also in Swaziland to work on South African farms. It appears that this work tends to be seasonal, but the extent of this practice, the nature of the work and its impact on the children are not known.

- A small rapid assessment conducted by UNICEF on child labour in Swaziland concluded that children who work in commercial agriculture are exposed to a higher degree of exploitation than children working in subsistence agriculture. They were exposed to health hazards and threats to their safety due to the degree of industrialisation in agriculture and the use of chemicals. They also tended to work long hours and were engaged in strenuous work under pressure and supervision. They usually worked full time and did not attend school.

Conclusive information about the work children do in commercial agriculture is scarce, e.g. what kind of work they do, working conditions, terms of employment, whether the work they do is hazardous or interferes with their education and whether there are elements of trafficking, bonded labour or forced labour involved. It seems to be an area that requires further research.

Regarding work in subsistence agriculture most stakeholders agree that there may be some cases of excessive work pressures being placed on children leading, for example, to inability of children to go to school. There are differences of opinions among stakeholders whether forms of such work that appear to be seriously detrimental to the children concerned should be seen as a WFCL or even as child labour.

Domestic chores

In all the countries involved, domestic work performed by children in their own homes is considered to be an essential part of their socialisation. Children doing domestic chores in their own homes are believed to work in a protective environment where abusive and exploitative work practices are uncommon. However, when the amount, type, conditions or hours of such work become hazardous or detrimental to the child's development, it may need policy attention.

In all the SACU countries collecting wood or other fuel and fetching water appear to be the most common forms of child work.

- In South Africa, the 1999 SAYP found that almost 13% of children in the former homeland areas spent 12 hours or more per week on these tasks. Policy proposals being put forward to address this include the prioritisation of areas where children have to walk the furthest collecting water in the roll-out of water provision schemes and the piloting of 'one-stop energy shops' that are aimed at making different sources of energy accessible for more people, especially those in rural areas.
- No figures are available for Botswana, but collecting wood or other fuel and fetching water are considered to be the main work activities involving children in this country.
- In Namibia, 23% of all children – primarily girls – fetch water and wood for household consumption. In the dry season rural household members walked an average of 2,3 kilometres one way to fetch water, although 8% of rural households had members

walking between 10 and 29 kilometres one way to get water. In the dry season 68% of rural household fetched water twice or more times a day.

- Of the domestic chores children do in Lesotho, drawing water and collecting firewood were found to be the most common.

In South Africa, the extent of these forms of child work has led to its identification as a priority form of child work to be addressed as a matter of main concern. Part of the consensus building on WFCL in Botswana, Lesotho and Namibia will be to decide whether the extent and effects of this work is such that it should be regarded as a priority form of child work.

Paid or unpaid domestic work

Paid or unpaid domestic work in households other than the child's own is a form of domestic work where girl children are especially vulnerable to exploitative and abusive work practices. The work is a hidden form of child labour that is undercounted in labour force and similar kinds of surveys, mainly because child domestic workers are often regarded as members of the households for which they work, and not primarily as domestic workers, despite immense work pressures that are sometimes placed on such children. Taking account of this important limitation, available information on child domestic work in Southern Africa reveals the following:

- In South Africa the SAYP recorded 10 000 children as working for very long hours. Anecdotal evidence also suggests that some of the worst instances of child domestic work occur where children are taken from rural households to work in urban areas, often for no payment other than board and lodging. Some children are even reportedly held captive where they work, and some are reportedly subject to sexual abuse.
- No statistics are available about child domestic work in Botswana, but indications are that children from rural areas who have dropped out of school sometimes find employment as domestic workers in urban areas. Often, these children are young mothers who have not been able to return to school. In some instances children are employed as domestic workers with the full knowledge and consent of their impoverished parents.
- In Lesotho, a National Poverty Study that was conducted in 1999 showed that 1.6% of all girls aged 5 to 16 years were involved in some form of paid work, including domestic work in households other than their own. This figure however ought to be considered with some caution as the National Poverty Study did not use the carefully constructed set of questions as was used, for example, in South Africa to determine whether a given child was engaged in economic activity and whether he or she (or the family) received some form of payment, including payment in kind, in return.
- The most recent figures on child domestic work in Namibia are from the 1993/94 Namibian Household Income and Expenditure Survey, which found 223 girls and 40 boys aged between 10 and 14 years to be working as domestic workers. In 1996, a study conducted by the Legal Assistance Centre and Social Sciences Division of the University

of Namibia found most young domestic workers in rural areas such as Omaheke, Okavango and Otjozondjupa, but especially in the Caprivi region.

- A rapid assessment on child labour in Swaziland, involving 152 children chosen through purposive sampling, found 56 children under the age of 18 years working as domestic workers, of whom 42 were female and 14 male. These children were mainly working in households in the lower income group – often households where single mothers needed to have their households and young children taken care of so that they could work. Working conditions for these domestic workers were found to be generally poor in terms of wages earned, workload and hours of work. The work also prevented them from attending school.

It is difficult to develop policy measures and interventions aimed at addressing child labour in a ‘hidden’ sector such as domestic work where information is not readily available. However, indications are that the extent of child work and child labour in this sector, as well as the potential vulnerability of children in such a concealed workplace justify further research and possible action.

Commercial sexual exploitation

As with child domestic work, Commercial Sexual Exploitation of Children (CSEC) is often a hidden form of child labour where stigma, denial and concealment compound the challenge of research and obtaining reliable information and taking action. Survey methodologies are not suitable for investigation of this phenomenon.

It is important to distinguish between circumstances where the child engages in sex work because of economic circumstances and where he or she benefits directly in cash or kind from this work, and where the child does so because of force or exploitation by an adult to whom the child hands over all or part of his or her income from sex. In one case the child is forced to do sex work because of economic hardship and in the other because of coercion from an adult. Both fall within the definition of CSEC but interventions to address these them might need to differ.

- Not surprisingly, the SAYP could not identify the number of children involved in sex work and other forms of CSE, since children and adults involved are not likely to disclose their involvement. Available information suggests that the most common forms of CSEC involve families, where commercial sexual exploitation of children is the only source of income for the family; where sex is exchanged for food, clothes, money or other luxury items; and gangs who exploit children over weekends, in school holidays or after school in exchange for money, food or debts owed by the family. The extent of organised CSEC in SA is not known.
- Only anecdotal information is available on CSEC in Botswana. There appears to be an increase in visible child prostitution, but the extent to which this constitutes CSEC and the extent to which this may be organised are not known. The extent of invisible CSEC is not known.

- There is reputedly a strong cultural resistance against commercial sex work by children in Lesotho. Even so, a study conducted by the International Organisation for Migration (IOM, 2003: 34) found a significant number of children who were so victimised.
- Anecdotal information suggests that CSEC in Namibia occurs, but is rarely reported. A recent survey of sex workers in Namibia indicates that there are more children involved than previously thought. Visible forms of CSEC appear to be especially prevalent in the capital, Windhoek, in coastal towns such as Walvisbaai, Lüderitz and Swakopmund, as well as along main transport routes. Some of the children involved have informed social workers that their parents forced them into sex work to help support the family, and of HIV+ mothers who introduced their daughters into commercial sex work in their stead. There are also reports that San children have increasingly been so victimised at border posts in Rundu-Caprivi.
- In Swaziland anecdotal information seems to suggest an increase in visible forms of CSEC, but its true extent is not known. As a result of the increasing number of destitute children due mainly to growing unemployment, increasing poverty and HIV/AIDS, it has been observed that girls of younger than 14 are joining the ranks of sex workers. A disturbing phenomenon is the sexual exploitation of children who have been orphaned by HIV/AIDS.

Based on mainly anecdotal information that points towards an increase in the involvement of children in visible commercial sex work, CSEC is a WFCL that requires priority attention. However, as with other forms of child labour and child work where what is visible merely constitutes the tip of the iceberg, further research is required to inform policy development and interventions aimed at the elimination of CSEC.

Trafficking

The trafficking of children is closely related to CSEC, domestic work and commercial agriculture. Trafficking often does not involve the crossing of international borders. It is not clear to what extent children who have been victims of prostitution, or recruited to work in domestic service or the agricultural sector have been trafficked within the respective countries but there is evidence that this does occur.

- The International Organisation for Migration (IOM) recently conducted a study on trafficking in Southern Africa, including South Africa and Lesotho. According to the IOM child sex workers in Maseru (capital of Lesotho) face the danger of recruitment by South African child traffickers (IOM, 2003: 34). However, the extent of this is not known.
- In South Africa, a recent report by the NGO Molo Songololo suggests that the incidence of trafficking is on the increase – although the study was focussed mainly on CSEC.
- According to an Interpol representative in Botswana, this country has been identified as a trafficking route for children for purposes of CSEC. This could not be confirmed through

any hard data.

As is the case with CSEC, perceptions about the prevalence of trafficking in the SACU countries are clouded by lack of information. More information is needed to inform action towards its elimination.

Involvement in other illegal activities

There is little data available on children working in illegal activities. The illegal nature of these activities means they are unlikely to be reported in surveys

The following information on illegal activities in South Africa provides some of the context:

- 146 150 children were arrested in South Africa in 2002 (Report on the new Child Justice Bill, 2003). The number of arrests, is almost certainly an undercount of children actually in conflict with the law. However, even this number indicates that child involvement in crime in South Africa poses an extremely serious problem. If one assumes each arrest accounts for one child, then 1.3% of South African children from age 7 to 17 were in conflict with the law.
- The Western Cape has the highest number of youth offenders apprehended followed by Gauteng and KwaZulu-Natal. The provinces with the highest percentage of child arrests relative to the number of children in the province are the Western Cape (3.9%), the Northern Cape (3.3%) and Gauteng (2.2%). The relatively high rates in the Western Cape is related to the prevalence of gang activity in this province.
- In the costing of the Child Justice Bill it has been projected that the breakdown of child cases by crime category will be: economic crimes 62% of child crime; aggressive crimes 32%; sexual crimes 2.5%; and narcotic-related crimes 2%. The high percentage of economic crimes suggests that it is often poverty which is driving children into conflict with the law.
- There were 4 111 children in custody on 31 March 2002, 56% of whom had not yet been sentenced. The overwhelming majority were 16 and 17 years old. The very high numbers of 18, 19 and 20 year olds in custody suggest that many of them may have entered into crime when they were below the age of 18.

The high levels of unemployment, poverty and inequality provide conditions conducive to criminal activities that may seem to provide the possibility of relief from poverty.

No research results are available on the proportion of children involved in crime who are used by others in that regard rather than engaging in the activities on their own initiative. The proportion used by others is likely to be significant however.

Regarding the BLNS countries, anecdotal information suggests that it is not common for children to be used by adults in illegal activities, but that children are sometimes involved in drug trafficking, as well as car theft and housebreaking gangs.

Although the involvement of children in illegal activities in BLNS may not be prevalent, children who are involved in these activities require special attention as far as their rehabilitation goes. Further research might inform the implementation of appropriate measures for this purpose.

1.3.3 Factors contributing to the vulnerability of children in SACU countries

The main factors contributing to the vulnerability of children to exploitation and abuse in work situations in the SACU countries include poverty, HIV/AIDS, as well as the economic and political volatility in parts of the southern Africa region. Ignorance about children's rights in general and child labour in particular also plays a central role in this regard. Table 1.1 summarised a selection of social indicators for these countries.

Poverty⁴

South Africa and the BLNS countries are all ranked as Medium Human Development Countries in the international Human Development Index. However, they are amongst the most unequal societies in the world, as discussed earlier. Children of the poor are often forced by circumstances to work in order to supplement the household income. These children mostly end up in the informal sector or in private, hidden situations where regulation is weak or non-existent, and where they are vulnerable to exploitative and abusive work practices.

The South African economy is much larger than that of the BLNS countries combined. Economic policies of the apartheid system have left the country with a schizophrenic economy, one part of which is developed, sophisticated and modern, while the other part is undeveloped and traditional. This is in part the reason for the prevalence of poverty in South Africa.

Using a poverty line of R2 200 per adult equivalent per annum, around one-quarter of South Africans are poor. The incidence of poverty is highest amongst Africans (31.1% of Africans are poor) and Coloureds (10.8% are poor) and lowest amongst Asians (0.5% are poor) and Whites (0.2% are poor). Africans account for 96% of the poor in South Africa, which is far in excess of this group's overall population share of 76.3%.

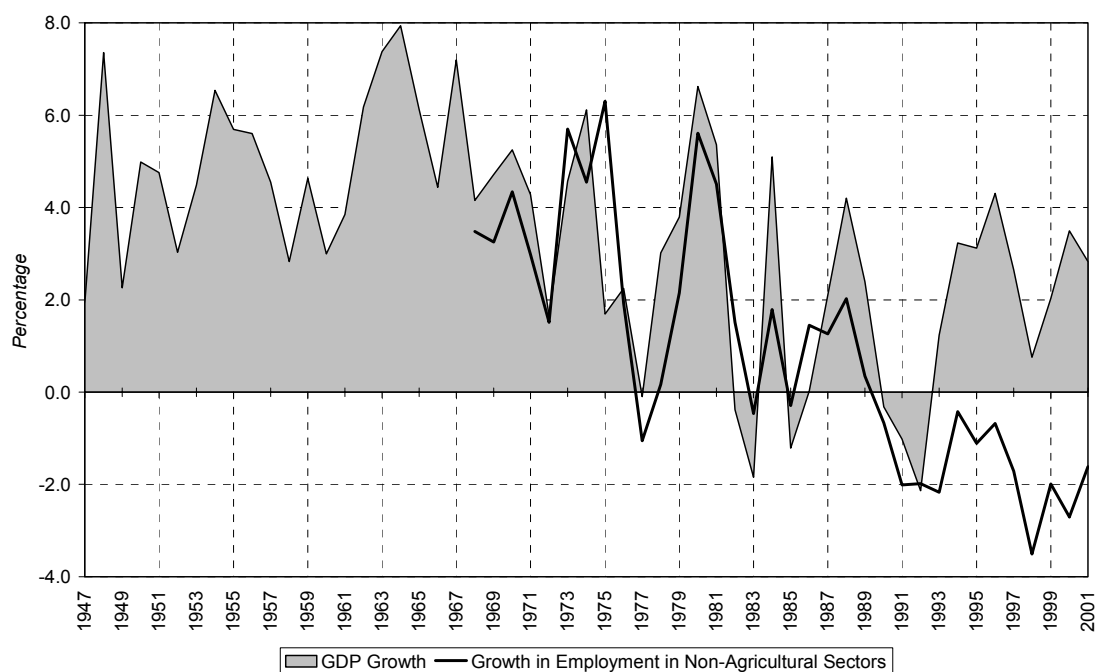
Poverty rates in urban areas (10.9%) are considerably lower than those in rural areas (39.3%). Around seven of every nine poor individuals reside in rural areas. In terms of province, the rates of poverty are highest in the Eastern Cape (42.2%), Free State (38.0) and the North West province (34.0%). The Western Cape and Gauteng have the lowest poverty rates at 5.7% and

⁴ The material in this section is largely based on Laura Poswell and Morné J. Oosthuizen, "Child labour and development in South Africa: A national policy study", ILO/IPEC, April 2003, document prepared by the Development Policy Research Unit, University of Cape Town, under the DPNet component of IPEC's Networking project funded by DFID.

4.9% respectively. However, the Eastern Cape, KwaZulu-Natal and Limpopo account for 27.1%, 18.9% and 16.9% of national poverty respectively. Therefore, more than three in five of the country's poor live in the latter three provinces, rising to 74% if the North West province is included. Although Gauteng constitutes 17% of the national population, only 3.4% of the poor live in this province. Similarly, 2.1% of the country's poor individuals live in the Western Cape which, in 1995, was home to 9% of the national population.

In Figure 1.1, the growth rate of the South African economy is presented, along with the change in employment in non-agricultural sectors. From the late 1960s, where this data series begins, to the end of the 1980s, employment creation in the formal sector has closely followed GDP growth. From the early 1980s, the formal non-agricultural sectors were no longer able to keep pace with the stream of new entrants in the labour market. Unfortunately, the SARB figures show that the post-apartheid period has been one of declining non-agricultural formal sector employment despite the turnaround in the economy's growth performance.

Figure 1.1 – Growth of GDP and Non-Agricultural Employment, 1947-2001



Source: SARB 2003.

The South African labour market proved unable to absorb new labour market entrants during the last decade, resulting in rising unemployment rates, increasing numbers of the 'working poor'. The performance of the general economy has combined with apartheid policies to create a large number of South African households in poverty.

The impact of the HIV/AIDS pandemic

A second contributing factor to the vulnerability of children is HIV/AIDS. Rising AIDS morbidity and mortality among the economically active population deprive increasingly more households of their breadwinners and limit their livelihood opportunities. Not only are household structures disintegrating as a result of HIV/AIDS, but the traditional 'safety net' of many African children, namely the extended family structure, is also disintegrating under its impact. Children become responsible for caring for AIDS-ill parents and relatives, or become the heads of households at a young age. They are forced by circumstances to work extraordinarily long hours, to seek employment or to generate an income through other means. This leaves them very vulnerable for exploitation and abuse in the formal and informal labour market, in illegal activities and in their homes. It also interferes severely with their schooling. AIDS orphans are also vulnerable to exploitative and abusive domestic work practices in households they are 'adopted' into – often the homes of relatives or elderly grandparents.

Very little data on the impact of HIV/AIDS on children's vulnerability for exploitation in the labour market or in other work situations is available. The link between HIV/AIDS and the increasing vulnerability of children to child labour is seldom made. Policies are generally lagging behind the progression of the pandemic. HIV/AIDS represents one of the most critical issues facing the SACU countries today. The situation in South Africa is discussed here in more detail as an illustration of the sorts of problems experienced in all the countries in the region.

- It was estimated that by the end of 2000, 4.7 million South Africans, or one out of every nine would be HIV positive (Department of Health 2000). Many children are infected with the virus. Even if children are not infected with the virus, many are likely to be deeply affected through the disease's impact on the adults in their lives.
- HIV/AIDS can impact on child labour through two routes, either through its effect on households and communities, raising the probability of a child becoming a child labourer, or by raising the risks associated with child labour in general and sexual exploitation specifically.
- The impact on households and communities can be devastating and may exert strong pressure for the involvement of children in work activities. This is particularly true in cases where children are orphaned by the disease. A recent study by the University of Cape Town estimates that the number of children who will have lost one or both parents to AIDS will peak in South Africa around 2014-2015, with 5,7 million children having lost one or both parents.⁵ The proportion of AIDS orphans in relation to all orphans has now surpassed the average for the continent and is far in excess of the proportion in the rest of the developing world.
- As the disease progresses in an individual, he or she will be less able to support his or her

⁵ Johnson & Dorrington, 2001 'The Impact of AIDS on Orphanhood in South Africa: A Quantitative Analysis'

dependents. Thus, even before the parent suffering from AIDS dies children may effectively be orphans in economic terms since they are forced to care for the parent as well as having to support themselves on their own. Thus, children's basic survival is likely to come under increasing threat as HIV/AIDS claims more and more South African parents.

The impact on children of the HIV/AIDS pandemic extends further than the impact on children's families and households. Children's access to education, for example, is likely to be negatively impacted as the disease spreads, infecting more teachers. Here, government's challenge is also to ensure that the higher education system is able to produce teachers at a fast enough pace to replace those teachers who are sick or dying from AIDS-related diseases. Other countries in Southern Africa have already encountered this problem. In Zambia, for example, in 1998, teacher deaths totalled two-thirds of the number of newly graduated teachers (ILO 2003: 42). HIV/AIDS infected and affected teachers may also be forced to miss work due to their own or relatives' illness, negatively impacting on the quality of education received by schoolchildren.

The second avenue through which HIV/AIDS impacts on child labour is by making working conditions less safe. Specifically, the spread of the virus increases the risk of contracting it faced by children being sexually exploited.

Economic and political volatility in the region

The third contributing factor to the vulnerability of children is the economic and political volatility in parts of the Southern African region. People from politically unstable or very poor neighbouring countries where livelihood opportunities are limited, e.g. Zimbabwe, Mozambique and Angola, are attracted to the better prospects available in some of the SACU countries. They often enter these countries illegally. The children of illegal immigrants often work in the same place as their parents, and often on farms. Because of their illegal status these children are very vulnerable to WFCL, including forced and bonded labour, especially since they are unlikely to report it for fear of repatriation.

1.4 Child Labour in SACU: The response

1.4.1 International instruments

Several international conventions and protocols have a direct or indirect bearing on child labour. Some, such as the UN Convention on the Rights of the Child (CRC) (1989), the African Charter on the Rights and Welfare of the Child (1990) and the ILO Declaration on Fundamental Principles and Rights at Work (1998) deal with child labour within an inclusive rights-based context. Relevant protocols include an optional protocol to the CRC on the sale of children, child prostitution and child pornography, and a protocol to prevent, suppress and punish trafficking in persons, especially women and children, which supplements the United Nations *Convention against Transnational Organised Crime*. Two ILO Conventions, namely Convention No. 138 (C138) that establishes minimum ages for entrance into employment and Convention No. 182

(C182) on the Elimination of the Worst Forms of Child Labour, deal specifically with child labour.

C138 relates to all forms of child labour, including light work and other forms not necessarily deemed worst forms. It is supplemented now by C182, which is directed specifically at the WFCL, and therefore more helpful in setting priorities for intervention.

C182 spells out the worst forms of child labour as:

- All forms of slavery and practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- The use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- The use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- Work, which by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

In respect of the last category, the Convention notes that the circumstances should be determined in consultation with organisations of employers and workers. The *Worst Forms of Child Labour Recommendation* No. 190 provides that, in determining the types of work, consideration should be given, as a minimum, to

- work which exposes children to physical, psychological or sexual abuse;
- work underground, under water, at dangerous heights or in confined spaces;
- work with dangerous machinery, equipment and tools, or which involves manual handling or transport of heavy loads;
- work in an unhealthy environment;
- work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

Recommendation No. 190 also provides that programmes of action should give specific attention to younger children, the girl child, hidden work situations in which girls are at special risk, and other groups of children with special vulnerabilities or needs.

The SACU countries have all ratified the key international instruments aimed at addressing child labour. The status of the adoption / ratification of these conventions in BLNS and South Africa is summarized in Table 1.5.

Table 1.5 – Status of ratification of international conventions by the SACU countries

COUNTRY	CONVENTION AND YEAR OF RATIFICATION			
	ILO Minimum Age Convention, 1973 (C138)	UN Convention on the Rights of the Child, 1989 (CRC)	African Charter on the Rights and Welfare of the Child, 1990 (ACRWC)	ILO Worst Forms of Child Labour Convention, 1999 (C182)
Botswana	1997	1995	1995	2000
Lesotho	2001	1992	1990	2001
Namibia	2000	1990	1999 (signed, but not ratified yet)	2000
Swaziland	2002	1995	1995 (signed, but not ratified yet)	2002
South Africa	2000	1994	2000	2000

1.4.2 Time-Bound Programmes

By ratifying the ILO Convention No. 182 countries commit themselves to prohibiting and eliminating the worst forms of child labour as a matter of urgency through time-bound measures. A *Time Bound Programme* (TBP) is a tool to assist member states to fulfil their obligations in terms of the Convention within a defined period of time.

A TBP aims to ensure sustainability in preventing the engagement of children in the worst forms of child labour; withdrawal and rehabilitation of those already in intolerable work situations; and protection of working children of legal working age from hazardous activities.

It usually provides that the withdrawal of children from intolerable work situations must be accompanied by measures to offer them and their families appropriate education, income and employment alternatives, as well as measures to prevent other children from getting involved.

The Time-Bound concept combines sectoral, thematic, and area-based approaches, linking action against child labour to national development policy, macro-economic trends and strategies, and demographic and labour market processes and outcomes.

Usual elements of a TBP are:

- Creating an enabling environment and identifying worst forms of child labour and its causes.

- Identifying target groups, estimating the number of children within target groups (if possible) and indicating geographical focus areas for the TBP.
- Incorporating crosscutting issues, e.g. gender, HIV/AIDS and regional forms of child labour (such as trafficking).
- Developing strategies and action steps for prevention, protection, removal and rehabilitation.
- Building the capacity of the government, social partners, and other key stakeholder to sustain child labour action, and to monitor child labour on an ongoing basis.
- Identifying responsibility for implementation and developing programme management and institutional arrangements.
- Budgeting for implementation.
- Monitoring and evaluation of programme implementation and impact and developing systems for knowledge and information management.
- Developing systems for gathering new information on causes of child labour, its extent, hazards in particular sectors, and other knowledge essential for guiding services, as well as the sharing and management of this information among agencies active in this field.

In addition to the above elements it is proposed that the following is also important in the Southern African context: *identifying other types of child work that may not fit the definition of worst forms of child labour, but need priority attention*. While these priority forms of child work may have a very negative effect on children's development, and in some cases approximate the seriousness of the pre-defined WFCL, they fall outside of the types of work usually seen as WFCL. Two examples of this are: the fetching wood and water for excessive period and over long distances; and the herding of stock by relatively young children, often as part of their families' subsistence agricultural operations, where they spend long periods on their own in inhospitable mountainous areas, sometimes exposed to severe climatic conditions and the risk of violence by stock thieves.

1.4.3 South Africa: Child Labour Action Programme (CLAP)

The South African Government has a range of existing programmes that are indirectly improving the situation of children. Many are aimed at addressing poverty and alleviating the effects of poverty, e.g. the public works programmes, the provision of basic infrastructure, access to basic services and the roll out of social grants to benefit children. These programmes were already in existence before the drafting of the CLAP commenced or were developed in parallel of the early stages of the development of the CLAP. The programmes have been designed by government and local stakeholders and are funded for the most part from the government budget. It is important that the design and implementation of initiatives under the TBP are optimally coordinated with these programmes, as well as with the programmes of donor agencies as

discussed below, although donor funds in South Africa constitute only a small percentage of the government's budget.

The first step in the development of the South African CLAP was the establishment of a reliable and credible database on child labour in the country, assessed and planned from 1996 to 1998. In 1999, Statistics South Africa conducted the first national household-based survey of child work in South Africa, the *Survey of Activities of Young People* (SAYP). The official results of the SAYP were released in October 2002. It provides a national, quantitative picture of child labour in the country and gives an appreciation of the different categories of working children who are most in need or who are at the greatest risk of exploitation in work and employment. In addition, as part of the development of the CLAP, all known qualitative research conducted within South Africa on areas relevant to this policy was reviewed to inform especially those elements of the policy that deal with forms of work and employment that survey methodologies cannot address.

Following the process of gathering information, the government of South Africa began formulating appropriate policies and a national action programme to combat child labour. This was done through a process of extensive consultation with the South African public and engagement with key stakeholders, including government departments, organised labour, organised business and Non-Governmental Organisations (NGOs). This included research through focus groups with affected children, who were asked their opinion on proposed policy measures aimed at addressing their specific circumstances, as well as wider exercises conducted in schools throughout the country. The consultative process has culminated in the drafting of a national CLAP for South Africa, which is currently under public review. The process of developing the CLAP was overseen and guided by an inter-sectoral National Steering Committee on the CLAP in South Africa.

The CLAP sets out, amongst others, the following principles:

- Need for prioritisation: Because of limited resources the programme of action had to identify the forms of child work that should be prioritised. The country also needed to take action first, and urgently, on the very worst forms of child labour.
- Learn from others where appropriate: South African stakeholders set out to develop an indigenous programme that suited the local context, but that borrowed appropriately the best practices from other countries.
- The programme of action had to be as realistic as possible, taking into account existing capacity and the extent to which it can be developed within the time and resources available.
- The programme must be sustainable and in order to achieve that it had to be funded from government funds in the long run.

Key elements of the Programme are:

- Targeting the rollout of government and other stakeholders' programmes and policies on poverty, employment, labour and social matters more effectively in areas where the work

that children do has serious negative affects on them;

- Promoting new legislative measure against worst forms of child labour;
- Strengthening of national capacity to enforce legislative measures;
- Increasing public awareness and social mobilization against the worst forms of child labour.

Big scale projects with large financial demands and substantial human resource requirements have been avoided since this will not be realistic or sustainable. In some cases however, action steps have been included which may have major cost implications, such as the extension of the qualifying age for the child support grant by 2006 from 13 years to the end of the school year the child turns 15 and a further role out up to the age of 17 by 2008. This will encourage children to remain in school and to avoid children's engagement in hazardous works activities and other WFCL.

The current version of CLAP is attached to this project document as Annex 1.

1.4.4 South Africa: the response of donors

In South Africa, Official Development Assistance (ODA) constitutes a small percentage – around 1% – of the government's budget. The main thrust of ODA in South Africa is poverty alleviation, and HIV/AIDS is seen as a cross-cutting issue in all ODA programmes. Because South Africa is a middle-income country, ODA programmes are primarily targeted at geographical 'pockets of poverty'. The bulk of ODA therefore goes towards the Eastern Cape, KwaZulu-Natal and Limpopo.

A rapid assessment of the programmes of major ODA agencies in South Africa was commissioned to inform the design of the South African TBP. The assessment had the aim of enhancing synergy between the TBP and the programmes of ODA agencies. The rapid assessment suggested that child labour as such does not feature as a prominent issue in the South African country strategies of ODA agencies. Those that have programmes that address child labour *directly* include the Swedish International Development Agency (Sida), Save the Children Sweden, the International Organisation on Migration (IOM), the United Nation's Children's Fund (UNICEF), UNODC and the International Labour Organisation (ILO). The programmes include the following:

- Children's participation in the development of the South African CLAP (co-funded by Save the Children Sweden and the ILO);
- A comprehensive programme on children exposed to harmful labour, as well as physical, psychological and sexual abuse (Save the Children Sweden);
- A study on children and domestic labour (funded by UNICEF);
- Integration of Commercial Agriculture into National Plan on Child Labour – Study on employment implications of targeted procurement (ILO);

- Southern Africa Counter-Trafficking Assistance Programme: Research assessment of trafficking in women and children in Southern Africa (IOM);
- Assistance in the formulation and implementation of the SADC Declaration and Plan of Action against Trafficking in Persons (UNDOC);
- A comprehensive programme on children's rights and child welfare, including support for the implementation of the new child justice system in South Africa (Sida);
- ILO assistance to the development of the South African CLAP and TBP.

Many ODA agencies have programmes that impact *indirectly* on child labour. These include, amongst others, programmes related to children's rights and child welfare, access to education, HIV/AIDS programmes – in particular those focusing on orphans and vulnerable children (OVCs) and home-based care (HBC) –, infrastructure development related to household water and energy provision, as well as income-generation and employment creation programmes. Where known, the programmes of large NGOs and corporate donors are also listed.

The donor-funded programmes most relevant to child labour include among others. the following:

- Support of the follow-up on education for children living in difficult circumstances (ILO and UNESCO).
- Comprehensive programme on children's rights, including empowerment of children, raising awareness, advocacy (Save the Children Sweden).
- Comprehensive child protection programme, including support for the costing of the Children's Bill, reporting and monitoring of violence and abuse on children and developing capacity of local authorities to identify vulnerable children and respond to their needs (UNICEF).
- Promoting the incorporation of the rights enshrined in the Convention on the Rights of the Child (CRC) and the African Charter on the Rights and Welfare of the Child into domestic legislation in the countries of Southern Africa and supporting the effective implementation of such legislation (Save the Children Sweden).
- Developing capacity of relevant civil society organisations to be more effective in promoting and protecting the rights of children (Save the Children Sweden).
- Implementation of a training programme for OVC, focusing on South Africa, Lesotho, Namibia, Swaziland and Angola (UNESCO).
- Many ODAs have HIV/AIDS programmes, focusing specifically on or including a focus on HBC and OVC.
- Infrastructure-related to energy and water provision for households (GTZ, EU, UNDP, UNESCO).
- Emergency Food Relief (DFID).
- Income generation and job creation (DFID, USAID, EU, UNDP, GTZ, EU, Sida, Government of Denmark, Swiss Development Corporation (SDC), Swiss Consulate CAFOD, Oxfam, Ford Foundation. Two South African corporate donors that also have

programmes in this area are the Liberty Foundation and the ABSA Foundation).

- USAID is supporting awareness raising about children's rights and the support of abuse victims through its Criminal Justice Strengthening Programme. An awareness raising initiative that child labour issues could potentially be incorporated into is Soul City, a multi-media 'edutainment' programme co-funded by, among others, DFID, the EC and Ireland Aid.

1.4.5 The BLNS countries

Comprehensive processes to formulate national child labour action programmes have not been conducted in the BLNS countries. There are thus important differences between the proposed composition of the TBP in South Africa and the programme of support proposed for the BLNS countries. For this reason, this project document deals separately with the development of a TBP for South Africa and the proposed programme of support for the BLNS countries.

All BLNS countries acknowledge that it is unacceptable for children to do work that is hazardous or detrimental to them and the governments of these countries have committed themselves to the elimination of child labour, specifically WFCL. Although no special policies or legislation have been developed in this regard subsequent to the countries' ratification of conventions 138 and 182, existing policies and legislation make provision for the protection of children against exploitative and hazardous forms of work and WFCL as summarised in Table 1.6.

In some instances, legal provisions on child labour do not conform to standards and requirements set by international conventions. Also, the implementation of many of these legislative or policy intentions is severely hampered by inadequate financial and human resources. Initiatives to bring national legislation and policies into conformity with international conventions, as well as capacity development with a view to efficient enforcement and protection would be important components of a comprehensive strategy to address child labour in these countries. Support for such initiatives cannot be incorporated in the scope of the programme at this stage. Should it be identified as a priority in the Strategic Programme Impact Framework (SPIF) exercise, to be conducted in each BLNS country, alternative sources of support should be explored for this purpose.

A key problem impeding the development of appropriate legislation, policy and action against child labour in these countries is the lack of information. Lack of information makes it difficult to generate political or public interest in, and mobilize action against, child labour as well as to monitor the effectiveness of proposed interventions. It is for this reason that the building of knowledge and information on WFCL is viewed as an appropriate starting point for the BLNS countries to address important child labour issues. We should not, however, over-emphasize the lack of knowledge, as there is sufficient knowledge about a range of areas to allow for more immediate action. Where knowledge and information are available it is proposed that pilot projects are commenced immediately to test and demonstrate ways of dealing with known WFCL in the BLNS countries and to document the strengths and weaknesses of existing government and non-government interventions. It is important to understand that, especially with regard to child labour, full or complete knowledge and information will never be obtained, and that the lack of information should not be a reason for delaying actions where sufficient, if not

complete, information is available.

Table 1.6 – Summary of existing policies and legislation regarding children in the BLNS countries

Country	Minimum age for employment	Compulsory Schooling	Protection against Sexual Exploitation	Orphans and vulnerable children	WFCL
Botswana	15 years. Strict regulations on employment of children between 15 and 18 years.	No compulsory education. Free education for first 10 years of schooling (seven years primary and three years of junior secondary). Accessibility a problem for children in Remote Areas.	Minimum age for consent = 16. Criminal offence for parent or guardian to cause or be party to the seduction, abduction or prostitution of a child.	Children's Act: Children perceived to be in need of care must be reported to social workers or Commissioner of Child Labour. National Policy of Destitutes (Destitute = minor whose parent(s) have died or deserted or are not supporting the family.) Orphan Care Programme. Monthly food aid to caregivers of orphans.	Constitution prohibits slavery and forced labour.
Lesotho	15 years. Strict prohibitions and conditions for employment of 'young persons' between the ages of 15 and 18.	No compulsory education. Measures taken since 1998 to introduce one new class of free primary education per year. By 2005 all seven years of primary schooling will effectively be free.	Age of consent is 16 years Sexual Offences Act promulgated only in 2003.	Children's Protection Act provides for protection of children (under the age of 18 years) in need of care.	Constitution provides for freedom from inhumane treatment, slavery and forced labour.
Namibia	14 years. Regulations and conditions for children between 14 and 16 years.	Schooling compulsory until completion of primary education (7 th grade) or 16 years. In theory, education is free, but in practice problems are being experienced with implementation. Enrolment 95% for both boys and girls.	Combating of Rape Act identifies age of consent as 14 years, while Combating of Immoral Practices Act identifies it as 16 years. Children legally protected from being used as sex workers. Combating of Domestic Violence Act (2003) offers protection at home.	OVC Programme (UNICEF funded). Maintenance Act (not yet Gazetted) MWACW has started programme to register OVCs so that they can access grants. Child Care & Protection Bill and Children's Status Bill in preparation.	Constitution prohibits slavery and forced labour.
Swazi-	15 years	No compulsory	Age of consent is 16	King of Swaziland	2003 draft

Country	Minimum age for employment	Compulsory Schooling	Protection against Sexual Exploitation	Orphans and vulnerable children	WFCL
land	Regulations and conditions apply for 'young persons' between 15 and 17.	schooling. Free Primary Education Strategy will only come into effect three years after the adoption of the draft Constitution.	years. Crimes Act (1889), Girls and Women's Protection Act (1920) and Child Care Service Order (1977) seek to protect children against sexual exploitation and abuse	provides Child Support Grant to orphaned and destitute children. Government has policy to provide basic needs for orphaned children in rural areas.	Constitution makes provision for protection of rights and freedoms of children against engaging in work that constitutes a threat to their health, education or development

As indicated earlier, because of the current gaps in information and knowledge in the BLNS countries it is not appropriate at this stage to formulate TBPs for the BLNS countries. Instead, it is essential to lay the basis now for concerted action against WFCL in the BLNS countries, which may later lead to the development of full TBPs.

1.4.6 The regional context

Analysis of available information on child labour in SA and the BLNS countries has revealed a range of similarities and areas of common interest which include, amongst others:

- relative lack of accurate information on child labour in general, and on WFCL in particular;
- a need to obtain more information on child labour within the context of HIV/AIDS and dealing with child labour in the context of HIV/AIDS; and
- based on an analysis of available information, an apparent concentration of WFCL in agriculture, domestic work, commercial sex work and the informal sector.

These point towards programme elements that can be defined as 'regional' in the sense that they are shared among these countries, and where the countries concerned could benefit from sharing experiences and emerging best practices in a regional forum.

Other forms of child labour in Southern Africa are regional in the sense that they involve the crossing of borders between countries, e.g. trafficking. These forms of child labour require regional action.

The inclusion of a regional element in the design of these programmes is important. Aspects of such a regional component could include, amongst others:

- the development and implementation of coordinated regional action to eliminate WFCL

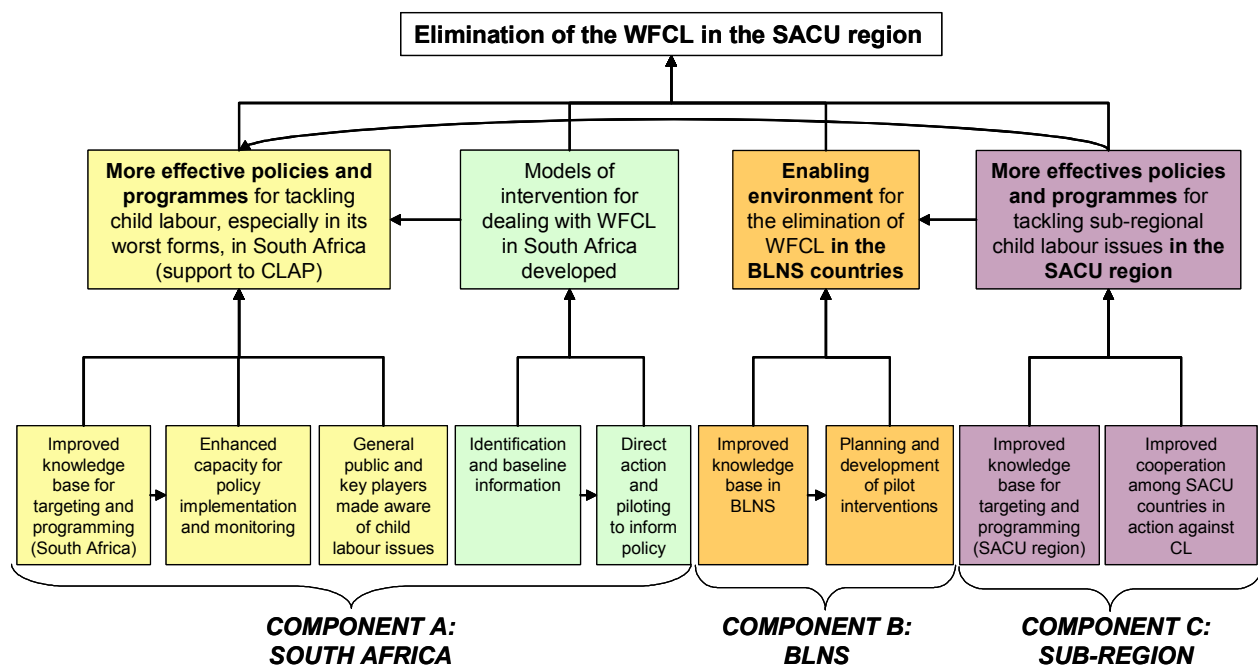
that involve the crossing of borders;

- the establishment of a network / forum where lessons and emerging best practice in dealing with WFCL that are prevalent in all countries, or in dealing with the vulnerabilities caused by HIV/AIDS can be shared; and
- rapid assessments on cross-border WFCL.

2. Project Approach and Strategy

2.1 Introduction

Because the needs and circumstances of South Africa on the one hand and the BLNS countries on the other differ in many respects, they are being dealt with separately in this project document. In South Africa, the aim of the project will be to support, ‘kick-start’, expand or promote actions and initiatives aimed at the elimination of WFCL and other serious forms of CL. The TBP will focus on one-off activities that lay the groundwork for ongoing sustainable action by government and other activities. This is done within the framework of the South African Child Labour Action Programme (CLAP), which provides the context for programming in South Africa. The CLAP also provides for the South African government to participate in actions and initiatives at a sub-regional scale. This project is seen by stakeholders in South Africa as an integral and logical element of the CLAP.



In the BLNS countries, the aim of the project of support is mainly to increase knowledge on WFCL and interventions intended to address them, while government and other stakeholders in some of the BLNS countries have also started taking action regarding some WFCL.

The strategic framework of the project is shown schematically below. It consists of three components:

Component A: South Africa, associated with two immediate objectives of providing support (i) for the development of more effective policies and programmes for tackling child labour, especially in its worst forms, and (ii) designing and testing innovative models of intervention for dealing with the WFCL through pilots.

Component B: the BLNS countries, associated with immediate objective 3 of creating an enabling environment for the elimination of the WFCL.

Component C: Sub-regional action, concerning immediate objective 4 of contributing to the development of more effective policies and programmes for tackling sub-regional child labour issues in the SACU, including, as necessary selected other southern African countries.

2.2 Component A: South Africa [Immediate Objectives 1 & 2]

2.2.1 The approach

The South African component of this project will be implemented in support of the national CLAP. On the one hand it will focus on strengthening the CLAP, in particular in the areas of leveraging resources and establishing linkages with other national policy and programme frameworks. This will strengthen the enabling environment for the elimination of the worst forms of child labour at the macro level. On the other hand, the SA component has been designed to reduce to a significant extent the incidence of priority worst forms of child labour (WFCL) as identified by the Child Labour Inter-sectoral Group (CLIG) and other stakeholders.

The draft CLAP for South Africa proposes policy measures and action steps that should be taken by key stakeholders to combat child labour. The consultative process has indicated which of these steps could benefit from external support and should be prioritised for action because they form the basis for further, ongoing action by government and other players in the different areas. These identified steps constitute the basis for the formulation of objectives, outputs and activities identified in this support project.

To strengthen the enabling environment, the SA component will sponsor new research and policy discussions to increase knowledge and information and capacity of relevant institutions. Ways will be explored to target the rollout of government and other stakeholders' programmes and policies on poverty, employment, labour and social matters more effectively in areas where the work that children do has serious negative effects on them. The SA Component will draft, propose and lobby for new legislative measures against worst forms of child labour and build national capacity for their enforcement. Moreover, it will aim to increase public awareness and social mobilization against the worst forms of child labour.

Direct action will be focused on building local capacity to monitor and manage action against the worst forms of child labour. The SA Component will also emphasize local advocacy and social mobilization at a provincial and national level. It will support existing measures for social safety nets and economic opportunities for the benefit of poor families and communities vulnerable to

the worst forms of child labour. To ensure that children withdrawn from work will not go back to work, the SA Component will pilot relevant and quality educational alternatives to them and alternative methods of income generation, building on the existing work of the South African government.

The support to families and children provided by this project will be defined according to the needs and requests of the target population, in a participatory way. Support to alternatives for income generation will include skills training, business training, technical assistance for business development and referral to credit providers.⁶ Support to children will include the provision of non-formal education to prevent drop-out, the provision of vocational training for adolescents and the referral of children to the formal education system, as appropriate.

It is important to understand that in South Africa the responsibility for direct action for child labourers and their families, i.e. measures to withdraw children from child labour (CL) and to eliminate WFCL, lies squarely with the government and its agencies. Their willingness to do so is demonstrated through the support given to the CLAP process. The purpose of this sub-regional project of support to the TBP is to encourage the government in these efforts through complementing their actions with effective research and policy development, extensive capacity building, developing an effective monitoring and evaluation system and the demonstration of innovative ways to tackle CL through well targeted pilot projects. For the TBP support project in South Africa to be sustainable this particular arrangement of responsibilities is essential.

An important component of this project will be the development of tools and mechanisms to measure the impact of the project and its contribution to the national Action Programme. A baseline survey will be conducted to measure selected indicators including the incidence of the selected worst forms at the national level and in the targeted geographical areas as well as knowledge, attitudes and behaviour. A mid-term evaluation and a final independent evaluation that includes a repeat baseline survey will be conducted.

2.2.2 Setting the scene

By the very nature of the worst forms of child labour – generally illegal and concealed by the adults and often also children involved – there is limited availability of and access to information, particularly quantitative information. This is true of most developing and developed countries. The extent of the problem is therefore difficult to gauge with any degree of accuracy, although its nature can be gleaned from reviewing qualitative research. While statistical information is lacking, the following activities falling within the definition of the WFCL appear to occur in South Africa in significant numbers:

- bonded labour;

⁶ The project will not provide credit or loans directly; it will empower targeted families so they can access existing micro-finance institutions.

- trafficking of children;
- commercial sexual exploitation, including the use, procuring or offering of a child for prostitution or the production of pornography;
- use, procuring or offering of a child by others for illegal activities.

Quality data on children involved in hazardous work in South Africa is scarce. The survey done in 1999 suggests that a large percentage of children may be involved in work that could be hazardous, although the survey data are not sufficient to clearly identify the extent or seriousness of these hazardous. For example, 61% (2,1 million) of children involved in economic activities said they were exposed to some hazardous condition, such as that their work environment was too hot, cold, dusty or noisy, they worked in bad light or were exposed to dangerous substances or dangerous animals, or did work where they feared that someone might hurt them. 58 000 children said that they had suffered illness related to their work and 153 000 said they had been injured at work.

The absolute numbers of children reportedly working in potentially hazardous situations could therefore be significant.

The sectors emerging as the most prominent in which children work are, starting with the most common: collecting fuel and water, subsistence agriculture, retail and related sectors, commercial agriculture and domestic child work. Of all of these it is envisaged that it could be relatively easy to address problems associated with long hours spent by children fetching water as the South African government is already spending billions on the provisioning of basic infrastructure and these programmes can be realigned to target areas where children spend long hours collecting water. The same will apply, to some extent, to the collection of wood and measures to provide energy services.

The project will also address smaller categories of work such as begging, scavenging and recycling rubbish.

2.2.3 Situating the SA component within the framework of CLAP

As mentioned above, the South African component of the project is designed to provide critical support to the implementation of the CLAP. The CLAP has been approved in principle by the South African Steering Committee consisting of senior officials of key government departments, civil society, labour and business. Once action steps have been costed, government will consider the policy for adoption as an official programme. ILO funding is required to support a number of interventions within this programme. The interventions that have been identified for South Africa are described below.

In line with the CLAP, this project component is guided by the following concerns:

- **Prevention** of child labour: preventing child labour is far better than remedying the problem. Prevention strategies form the key element of the policy. This includes the

following poverty alleviation programmes, provision of infrastructure, and enhancing education opportunities such as by allowing for flexible schools hours.

- **Detection** or identification of children needing assistance: for effective implementation of policy, the individual children who are vulnerable and affected must be identified. As South Africa has a high rate of school enrolment, schools are probably best placed to identify children needing assistance.
- Children need to be **removed** from hazardous circumstances, taking into consideration possible unforeseen and undesired consequences of such a removal.
- **Rehabilitation** facilities need to be provided including the provision of appropriate education. A “follow a child system” needs to be implemented to ensure effective follow up by various supporting institutions to ensure that the child is not left more vulnerable than before the removal.

During the compilation of the CLAP, action steps that could form part of this support project were identified. Criteria for selecting these steps included:

- whether the action steps could benefit optimally from resources made available through a project such as this TBP support project, by gathering information on aspects of worst forms and other priority forms of child labour, formulating policy, studying good and replicable practices to eliminate child labour, and piloting innovative ways of doing so;
- the anticipated impact of these steps on the elimination of WFCL; and
- the sustainability of the steps beyond the duration of the TBP.

Interventions were thus identified that could benefit from temporary external support given through this project. This support will only cover ‘one-off’ or initial costs that will complement and enhance the work of government and civil society. Recurrent activities must be accommodated in the budgets and plans of the government or other stakeholder bodies in order for them to be sustainability.

The interventions that have been identified for the TBP in SA can be divided into seven main categories, which are linked directly to the areas identified in the CLAP for incorporation into this support project:

- Rapid assessments and surveys;
- Training and capacity building;
- Policy development;
- Piloting of innovative ideas;
- Public awareness campaigns;

- Programme monitoring and evaluation; and
- CL monitoring system.

The specific interventions are set out in the following matrix of objectives, outputs and activities. Direct links to the CLAP action steps are shown in brackets after each intervention. For example where a particular intervention is directly linked to the CLAP's action step 48 this is marked "(CLAP 48)" after the intervention (the CLAP action step numbers appear in the CLAP document appended as Annex 1). Where no direct link to the CLAP is indicated this is because the particular intervention is needed in a broad sense to complement the implementation of the CLAP.

For an activity to be undertaken it must be set out in the CLAP, implying that there must be a prior demand for the intervention. Only initiatives that fall within this strategic framework can be considered under the project. However, the Steering Committee, in consultation with the Chief Technical Advisor (CTA),⁷ must be able to prioritise or amend certain interventions, provided that there is justification in the CLAP for doing so and there are resources available. The CLAP itself is also designed to be a living document, and changes in it should be monitored by the Steering Committee and the project's Chief Technical Adviser to ensure that project activities in South Africa remain in line with CLAP.

2.2.4 Enhancing the capacity of existing monitoring mechanisms

Various monitoring systems that have been developed and put in place in South Africa by key governmental and non-governmental institutions in the fight against child labour. However, monitoring has in general remained limited to specific projects or line functions and an overall, systematic monitoring framework has yet to be developed.

By focusing on system development, training and technical support, priority will be given to further developing the efficiency of existing monitoring mechanisms and to ensuring that all monitoring-related elements are linked (e.g. information and data-gathering surveys, enforcement, etc).

The monitoring system will enable information on child workers to be collected, aggregated and analyzed in order to follow trends in child labour, including school participation rates, exposure to hazards, working hours and conditions. The monitoring system will function as part of the routine work of appropriate government departments from the outset in order to ensure the sustainability of the activities after the end of IPEC support.

The first step in design of the child labour monitoring (CLM) system will be to identify the existing institutions that are gathering information on children or monitoring child labour. Technical assistance will then be provided through this project to these institutions, especially

⁷ See paragraph 5.2.1.

those with an official mandate for monitoring. These will include the DOL, SA police service, schools, NGOs and employers and workers organizations. Secondly, procedures will be developed to facilitate coordination among all partners involved in monitoring-related activities.

Part of the CLM system will consist of inspection of worksites, identification of hazards, referral of children and guidance of employers. A second part of the system will consist of tracking identified children to ensure successful transition to school or training. Work done elsewhere in the world by ILO/IPEC, and also funded by USDOL,, on the development of methodologies for tracking children once they have been removed from CL will be extremely useful in this regard.

To achieve this at local level, CLM units will be organized as a component in the integrated monitoring system. These units may include labour inspectors, health inspectors, social workers, police, teachers, religious leaders or community leaders. These units will be linked with the official inspectorate and other official agencies, so as to expand their capacity to monitor and ensure the best interests of the children.

Monitoring units, as well as other partners within the CLM system at various levels, will receive training in identifying children exposed to hazards or exploitation, addressing their initial conditions and circumstances and referring children to appropriate bodies for care, protective and rehabilitative services. Rather than policing, the main strategy behind monitoring will be one of joint problem solving with families of working children.

The overall CLM system will enable co-ordination of monitoring activities in various areas. This will include an information network for efficient flow of information between local, provincial and national levels, which will help to ensure maximum use and coordination of community and government resources.

Collection and analysis of child labour data will be systematized in order to understand and monitor child labour trends. Research and monitoring methodologies will be designed to permit comparison of data. Priority will be given to the timely development of a regularly updated knowledge base on child labour and the timely dissemination of such information. The data collection system will be linked to existing ones to the extent possible and will be interrelated and mutually reinforcing. The exact form of the data collection system will be based on an analysis of all relevant existing documentation, record-keeping and database systems at the start of the project. This will help to ensure that systems are not duplicated, and that the location, access, confidentiality and other concerns are appropriate and sustainable. Existing systems should be revised according to the data needs analysis of the stakeholders and be linked into a single comprehensive system of child labour monitoring and information-sharing. A specific effort will be made to link with existing data collection systems, such as information on health and education.

The day-to-day responsibility for monitoring CL in South Africa lies with the government. The role of this project is not to subsume this responsibility but to provide the technical back-up, capacity building as well as the development of instruments, such as indicators, to assist the government authorities in carrying out this important function. This division of responsibilities fits squarely within the framework established by the CLAP.

It is proposed that the development of the TBP for SA be overseen by the Steering Committee that has been guiding the development of the CLAP. Within the context of the CLAP, this committee should advise on the prioritisation of interventions, taking into account that the available resources will not be sufficient to cover all the interventions set out above. Details about the modalities, duration and quantity of support, as well as issues of sustainability will be finalised in consultation with the direct recipients of the support.

2.2.5 Implementation stages in SA

The implementation of the South African component of the project involves four stages as follows:

Stage I: Project component start-up (months 1 – 6). This will include, among other things, the appointment of the Country Secretariat, the confirmation of the composition of the national Steering Committee (including its relationship to the Child Labour Intersectoral Group, or CLIG) and the appointment of the overall Senior Programme Officer (SPO). It will not be necessary to carry out a Strategic Programme Impact Framework (SPIF) exercise as this has already been done as part of the CLAP. The first stage will be concluded by *Self-evaluation and planning exercise no. 1*. The purpose of the exercise, will be amongst other to :

- Confirm that institutional arrangements are effective and efficient, and whether associated roles and responsibilities are sufficiently clear;
- Ensure the composition of the national Steering Committees is appropriate;
- Ensure that the SPO is functioning effectively and efficiently;
- Gather outstanding additional information concerning project activities, targets and budget items; and
- Confirm that interventions selected are in line with the needs of South Africa as articulated in the CLAP

and to propose any changes that need to be made in respect of e.g. institutional arrangements, the composition of the Steering Committee, selected interventions, etc.

Stage II: Implementation of interventions (months 7 – 18). The CLAP will provide the overall strategic framework in terms of which specific interventions will be implemented. The Steering Committee will thus request support based on their needs/the needs of their target group within the overall strategic framework. Activities (such as rapid assessments) whose outcome will assist in the conduct of other activities (such as pilots), should be conducted first. Stage II will be followed by *Self-evaluation and planning exercise no. 2* (equivalent to the mid-term evaluation carried out under standard IPEC procedures). This will be a more comprehensive self-evaluation and planning exercise than those carried out at the end of Stages I and III and will be planned by the SPO, in close consultation with the CTA. External assistance may be provided to assist with this exercise.

Stage III: Implementation continued, followed by *Self-evaluation-cum-planning exercise no.*

3 (months 19 – 30). The purpose of this self-evaluation and planning exercise will be to determine whether programme implementation and progress is on track in terms of original planning, and deciding on corrective actions as required, if necessary. This exercise will be carried out by the CTA and SPO and will not require external assistance.

Stage IV: Project component finalisation, followed by final evaluation, with a substantial self-evaluation element (months 31 – 36). This evaluation will determine whether the objectives of the programme have been achieved. Critical success factors, as well as factors impeding the achievement of objectives, will be identified. Best practice and lessons learnt will be shared among partners in the SACU sub-region and more broadly with relevant stakeholders in countries where ILO/IPEC has supported or is planning to support similar initiatives.

Activities may run over more than one stage to allow for flexible implementation and for longer implementation time if and when required.

Between each stage a planning-cum-self-evaluation exercise will be carried out at national level. Performance during the previous stage will be reviewed according to the agreed milestones and quality standards. Based on the evaluation the following phase will be planned in terms of priority areas of support for which the SPO may submit proposals/requests to the CTA.

In addition to the National Steering Committee, participants to the planning-cum-self-evaluation workshops will include a range of stakeholders to ensure adequate representation of priorities and demands. Participants may include, but are not necessarily limited to, IPEC staff, representatives of central government departments, local government), workers' and employers' organisations, and NGOs. These workshops will be facilitated by the SPO with support from other IPEC Field Staff. External programme evaluations should be contracted as far as possible to local organisations and institutions. Involvement of stakeholders from the countries concerned in the teams that will conduct the final programme evaluations is essential.

The SPO, in close collaboration with the CTA, will in addition conduct a mid-Stage review for Stage II and III respectively. The mid-Stage review will raise any “red flags” for adjustment of the programme activities and serve as a forum for sharing experience among partners.

2.3 Component B: Botswana, Lesotho, Namibia and Swaziland [Immediate Objective 3]

2.3.1 The approach

In the BLNS countries comprehensive time bound strategies such as the CLAP in South Africa have not yet been developed. For that reason the focus in these countries will be to lay the foundations for concerted action against the worst forms of child labour, possibly in the form of future national TBPs. Although the review and development of policies and legislation, public awareness raising and actual interventions to address WFCL are important elements of a

comprehensive time bound child labour action programme, support to the BLNS countries under this project will focus mainly on contributing to knowledge and information on child labour and piloting methods to address child labour. The assumption is that alternative sources of support for other elements of a comprehensive strategy to address child labour would be explored in these countries.

Activities at national level will be defined in stakeholder-driven planning exercises based on an Area of Impact Framework to be developed in national Strategic Programme Impact Framework ('SPIF') workshops at the beginning of the project. Based on the Area of Impact Framework, participating countries will identify appropriate interventions to gather information on and contribute to their knowledge of WFCL. These interventions will be implemented through sub-contracts given to national institutions and organisations, in line with standard ILO/IPEC procedures.

To allow for flexible planning and implementation and to build capacity in planning and monitoring, national level interventions will be implemented in four stages. Between each stage national self-evaluation *cum* planning workshops will be held. These workshops will allow for systematic gathering and documentation of experience and for mid-course corrections based on needs and commitment. Thus, monitoring and documentation play a key role in the project's approach to facilitate planning, documentation of good practises and dissemination of information. In this way the monitoring of the project has been incorporated into the design.

Through contributing to knowledge and information on child labour and testing methodologies to address WFCL, it is expected that child labour issues will attract more public, political and policy attention. It is also expected to empower national actors from the grassroots to the policy makers to take up action against the worst forms of child labour in line with C182. This could possibly be in the form of a national Time Bound Programme in each of the BLNS countries.

2.3.2 Setting the scene

A dedicated survey on child labour has been conducted only in Namibia. The *Namibia Child Activities Survey* was conducted in 1999. Lesotho, Swaziland and Botswana participated in the MICS2 survey round, where an indicator on child labour was included, as well as relevant educational and health information. These sources provide valuable contextual information that will be considered for the definition of the specific project strategies and targets. It is worth noting, however, that information on WFCL in these countries is generally insubstantial.

In Lesotho, the planning of a survey on child labour and four supplementary studies on priority forms of child work are in an advanced stage and piloting will commence in the fourth quarter of 2003. The supplementary studies will investigate herding, domestic work, CSEC and children operating from the streets, including those operating in the taxi industry and informal retail. The implementation of dedicated child labour surveys in Botswana and Swaziland is under consideration by those countries' Ministries responsible for Labour. The Botswana Ministry of Labour has indicated that it will fund an add-on module to a labour force survey, to be conducted before or during 2005, if ILO funding cannot be secured. The Swaziland Department of Labour also hopes to secure funding for such a survey, although its approval came too late for

consideration in the current SIMPOC programme of funded surveys.

Quantitative surveys cannot adequately investigate many aspects of child work and child labour that are hidden or illegal – characteristics of work that are often associated with WFCL. It is therefore proposed that initial support to the BLNS countries focus on research initiatives employing appropriate methodologies that will yield specific, qualitative information on WFCL, coupled with targeted pilot projects aimed at addressing known WFCL. These studies will draw on international best practice. The research initiatives will be national in as far as they focus on WFCL within a particular country, and will be sub-regional in as far as they focus on cross-border aspects of WFCL such as trafficking. Cross-border trafficking in the sub-region is not restricted to traffic between the five SACU countries and consideration must also be given to investigating trafficking links with countries such as Angola, Mozambique and Zimbabwe.

It is anticipated that appropriate, recent information will move the concern for child labour to a national policy-making level, and shift the responsibility and initiative for addressing child labour increasingly into the ambit of national institutions, in particular through possible integration of child labour issues with the Poverty Reduction Strategy Paper in Lesotho and relevant programmes and policies in the other countries, e.g. the *National Programme of Action on Children* in Namibia.

Although support to the BLNS countries will for now emphasise increasing knowledge on child labour and WFCL, the countries will also focus on other action-oriented initiatives to eliminate child labour. The Steering Committees that are proposed to oversee the support project in each country should take a comprehensive view of child labour and the actions that are required to eliminate it such as further research, legislative reform and capacity development. Where sufficient information is available to enable meaningful action against WFCL action should be taken immediately, partly as a way of piloting the taking of appropriate action and so developing best practice interventions for wider implementation. Alternative sources of support should be explored for initiatives that cannot be included within the scope of the current project.

Support to the BLNS countries will therefore, in general, focus on:

- Increasing knowledge and information on the extent, nature and causes of WFCL;
- Increasing knowledge and information on action against WFCL at national and sub-regional level; and
- Sharing of experience and best practice in researching WFCL.

In the latter regard, effective liaison and coordination between the respective Country Secretariats, the SPO and CTA will be key. Through the Country Secretariats, the CTA will maintain an overview of interventions to ensure that information, lessons learnt and emerging best practice in researching WFCL are shared among countries, where relevant.

2.3.3 Possible interventions

As described in the previous section, the implementation of project of support in the BLNS countries will be based on a list of possible interventions. Based on this list, and the national SPIF as a reflection of national needs and priorities for building knowledge on the incidence of, and action to, eliminate WFCL, proposals or requests for support may be submitted to the CTA.

Each element of the list of possible interventions is described below. Within each element there are several items that may be picked up, adjusted and implemented according to the national context. These items correspond to outputs to be included in the project component frameworks that will be developed at national level.

Building knowledge on WFCL

Within this element, support may be provided to the following items:

- Reviewing and assessing available information on child labour with a view to identifying what is known and where remaining information gaps are.
 - One of the objectives of the scoping studies conducted in BLNS was to identify sources of information on child labour in the respective countries. Few reports that address child labour directly were found. However, information is available in documents and reports that deal with child rights in general, or with issues such as poverty and HIV/AIDS. Our knowledge about child labour and WFCL in BLNS could be enriched considerably by collating and interpreting information that is already available, albeit not explicitly dealing with child labour. This information could inform the development and implementation of actions addressing WFCL. Examples include herding in Lesotho, the exploitation of Basarwa children in Botswana, domestic work in Swaziland and certain areas of Namibia, especially exploitation of San and Nama/Damara children, as well as the child labour on commercial farms.
- Conducting thematic/sector studies and assessments, which will provide information to serve as a basis for designing and implementing sector interventions and will also define hazardous child labour in sectors. The sectors here refer to economic sectors or industries, e.g. the textile industry, agriculture, transport, etc. Priority will be given to studies and assessments within the Area of Impact Framework in any country, though other sectors are not necessarily ruled out. Thematic studies and assessments will always be coordinated and carried out with any sector programmes under preparation or implementation in a particular country. Possible thematic and sector studies that could be considered include the following:
 - In Lesotho, stakeholders indicated that child labour does not occur in the country's rapidly growing textile industry. However, they admitted that the capacity to monitor and inspect the situation on a regular basis was weak, which points towards a possible need for reliable information about the possible employment of children in this industry.
 - The textile industry in Swaziland is also growing, yet no information about the possible employment of children in the increasing number of factories is available.
 - In Namibia and Botswana, the exploitation of child workers on commercial farms is

allegedly prevalent. This points to the need for appropriate research into the situation in what represents a very challenging research area.

- Conducting research to determine the nature and extent of various WFCL, e.g. CSEC, trafficking, children's involvement in illegal activities and other forms of child work that are identified in the respective countries as WFCL.
 - In all the BLNS countries, anecdotal information indicate that WFCL do occur, yet no reliable figures and information are available on the magnitude of the problem and the forms of exploitation and abuse children are exposed to. This leads to possible denial of the problem and protection of the vested interests of those exploiting children in this way. Without information, it would be very difficult to address WFCL in such a context.
- Conducting good practice studies that may yield information on innovative, replicable interventions to prevent WFCL or to withdraw, protect and rehabilitate children. These can also be referred to as impact studies where the impact of existing interventions is assessed and programmes with favourable outcomes identified as best practice.
 - In Lesotho there is a rehabilitation programme for children involved in CSEC. The programme entails vocational training and the provision of a small grant to these children. Research into the impact of this programme (measured mainly in terms of the number of children who do not return to Commercial Sex Work) could inform interventions aimed at addressing CSEC.
 - In Swaziland, UNICEF and the Government of Swaziland launched a programme to mobilise support to vulnerable children. A component of the programme is aimed at raising consciousness and empowering communities to fulfil the rights of children through capacity building and resource mobilisation in the communities at the Tinkhundla level. The assessment of this programme could contribute to our knowledge on sustainable interventions.
 - An assessment of the Orphan Care Programme in Botswana could similarly contribute to knowledge of possible interventions and their efficacy.

Direct action

Direct action will take the form of action-research to pilot approaches to dealing with the WFCL-related problems, and to assess their efficacy. Where sufficient information about WFCL is available, interventions to eliminate it and to provide alternatives for those involved should be designed and implemented. These interventions could be monitored and evaluated with a view to developing best practices. For example, in Lesotho, alternative arrangements regarding cattle herding could be investigated, such as where one adult takes responsibility for the herding of animals belonging to a number of families, or where more effective range management methods are used.

There are however limited funds available to cover pilot projects in the BLNS countries. The CTA will have to initiate a system whereby pilot project proponents in the different countries apply to him or her, through their Steering Committees, to ascertain whether or not there project proposals meet predetermined criteria.

Support for exchange visits and secondments to facilitate replication of good practice interventions between different countries and Implementing Agencies (IAs).

Due to cost implications, it will only be possible to undertake these activities to a limited extent. Collaboration will thus be sought with sub-regional and international bodies that could facilitate placements, etc.

2.3.4 Implementation stages in BLNS

The extent of support given to a particular country for national level interventions will depend on the demand for support within that country. Institutional arrangements make provision for flexibility in support to different countries. This means that there may not be an equal division of available funds for support among the BLNS countries. The extent of support received by a particular country therefore depends mainly on the relevant National Steering Committee and Country Secretariat and how efficiently identified needs for support are translated into formal proposals to be considered by the CTA. Clearly the support of the project and other IPEC staff will be important here to help this process of formulating proposals.

The implementation of the BLNS component of the project involves four stages as follows:

Stage I: Project component start up (months 1 – 6). This will include, among other things, the appointment of the Country Secretariats and convening of the national Steering Committees, as well as national SPIF exercises in BLNS. The SPIF exercise will be carried out in each of the BLNS countries and will involve key stakeholders, including grassroots level actors. The resulting SPIF matrix will provide an overall picture of the problem, stakeholders and priorities and serve as an informed basis for selecting interventions. This selection process ensures that the support will be in line with the needs in a particular country at a particular point in time. The SPIF exercises and the subsequent planning are intended to ensure, amongst others, that co-ordination with existing country programme activities is maximized and duplication of efforts is avoided. The first stage will be concluded by *Self-evaluation and planning exercise no. 1*. The purpose of the exercise will be, amongst others, to :

- confirm that institutional arrangements are effective and efficient, and whether associates roles and responsibilities are sufficiently clear;
- ensure that the Country Secretariats function efficiently;
- ensure that the composition of the national Steering Committees is appropriate;
- ensure that the SPIF exercises were sufficiently comprehensive, inclusive and participatory;
- gather outstanding additional information concerning project activities, targets and country specific-budget items;
- confirm that interventions selected are in line with the needs of the particular country as articulated in the SPIF matrix

and to propose any changes that need to be made in respect of e.g. institutional arrangements, the composition of the Steering Committees, etc.

Stage II: Implementation of interventions (months 7– 18). The interventions will be selected based on proposals developed together by the project staff and the national counterparts, and endorsed by the National Steering Committees. The SPIF will provide the overall strategic framework within which specific proposals will be evaluated. Stage II will be followed by *Self-evaluation and planning exercise no. 2* (equivalent to the mid-term evaluation carried out under standard IPEC procedures). This will be a more comprehensive self-evaluation and planning exercise than those carried out at the end of Stages I and III and will be planned by the Country Secretariats, in close consultation with the CTA.

Stage III: Implementation continued, followed by *Self-evaluation-cum-planning exercise no. 3* (months 19 – 30). The purpose of this self-evaluation and planning exercise will be to determine whether project implementation and progress is on track in terms of original planning, and deciding on corrective actions as required, if necessary.

Stage IV: Project component finalisation, followed by a final evaluation, with a substantial self-evaluation element (months 31 – 36). This evaluation will determine whether the objectives of the project have been achieved. Critical success factors, as well as factors impeding the achievement of objectives, will be identified. Best practice and lessons learnt will be shared among partners in the sub-region and more broadly with relevant stakeholders in countries where ILO/IPEC has supported or is planning to support similar initiatives.

Activities may run over more than one stage to allow for flexible implementation and for longer implementation time if and when required.

Between each stage a planning-cum-self-evaluation exercise will be carried out at national level. Performance during the previous stage will be reviewed according to the agreed milestones and quality standards. Based on the evaluation the following phase will be planned in terms of priority areas of support for which Steering Committees may submit proposals/requests for support to the CTA. In addition to the National Steering Committees, participants to the planning-cum-self-evaluation workshops will include a range of stakeholders to ensure adequate representation of priorities and demands. Participants may include, but are not necessarily limited to, IPEC staff, representatives of central government ministries, Local Government Authorities (LGAs), traditional leaders, workers' and employers' organisations, NGOs, CBOs and the media. It would be appropriate for the National Steering Committees to ensure broad participation in these workshops, which will be facilitated by the Country Secretariats and the CTA, with support from other IPEC Field Staff. External programme evaluations should be contracted as far as possible to local organisations and institutions. Involvement of stakeholders from the countries in the teams that will conduct the final programme evaluations is essential.

The CTA, in close collaboration with the Country Secretariats, will in addition conduct a mid-Stage review for Stage II and III respectively. The mid-Stage review will raise any “red flags” for adjustment of the project activities and serve as a forum for sharing experience among partners.

For an activity to be undertaken it must be defined in the SPIF, implying that there must be an identified rationale for the intervention, and it must be contained in the list of possible interventions. Only initiatives that fall within this strategic framework can be considered under the project. Based on the Area of Impact Framework a Programme Framework will be developed that will specify output and activities within the strategic framework.

Proposals or requests for support must originate from organisations and institutions within the respective countries, and submitted *via* the Steering Committees to the CTA. Proposals or requests for support will be assessed mainly in terms of the priority attached to it by the Steering Committee as well as its alignment with the list of possible interventions applicable to the BLNS countries.

2.4 Component C: Sub-regional action [Immediate Objective 4]

The project's sub-regional component is aimed at all participating countries – BLNS and South Africa - as its focus is on building knowledge on WFCL, sharing experience in this regard among the countries involved and identifying action steps to eliminate WFCL that occur in all the countries or involve the crossing of borders between countries. The core elements of the sub-regional component will focus on the following:

2.4.1 Sharing of experience on WFCL at national level

The sharing of experience will focus on sharing new and innovative approaches to investigating and researching WFCL at a national level, and on the sharing of lessons learned, i.e. good practices that may be replicated across the sub-region. It is expected to add value by making available more information to more people in a more systematic way. As such the strategy for the sub-regional component is considered key in the efforts to scale up interventions and replicate and create new good practices.

The sub-regional component of the project is intended to ensure cross-pollination between all the SACU countries. Input from South Africa is quite important, because it has made more progress in formulating a comprehensive strategy to address child labour, in the form of the CLAP. The South African government supports the idea of it sharing its experience with the CLAP with the BLNS countries. Sharing by BLNS countries is also crucial, since South Africa and the other neighbours are likely to benefit from the lessons learnt. The CTA and other staff dedicated to the project will provide direct, ongoing links between programmes in the different countries, and should be well placed to facilitate contact. Sub-regional workshops will play a central role in facilitating this type of sharing of information during the course of this project.

Within this element support may be provided to the following items:

- Sharing of experiences in research (see Building knowledge on WFCL above) with other countries involved in the project where relevant. A variety of means could be used to share experiences, e.g. meetings and workshops, newsletters and the Internet, the development of

an inventory or database of good practices in researching WFCL as well as an inventory of organisations and agencies involved in researching WFCL.

- In Lesotho, valuable experience will be gained with the implementation of the child labour survey and four supplementary studies on herding, domestic work, CSEC, and children working from the streets, funded through a SIMPOC project. It will be important to share this experience with other countries that may consider carrying out similar studies.
 - Also, Lesotho (and possibly Botswana, if such a survey is held there) could benefit from research experience and expertise in the sub-region regarding the design and implementation of national SIMPOC child labour surveys.
- Conducting similar studies in two or more countries simultaneously or sequentially with a view to sharing and comparing methodologies and findings.

2.4.2 Building knowledge on WFCL at sub-regional level

As mentioned earlier, building knowledge on WFCL in BLNS might require investigations of cross-border activities within the sub-region, but also between selected BLNS countries and countries outside the SACU, such as Mozambique, Zimbabwe and Angola. However, the focus of this research will remain on the manifestation of WFCL within the BLNS countries.

Generally speaking, perceptions about WFCL that involve a cross-border element are currently based on anecdotal information that appears to indicate that such WFCL are not widespread in the sub-region. However, in a recent publication the International Organisation on Migration (IOM) alludes to cross-border trafficking of children between South Africa and a number of countries in the region, including Mozambique and Lesotho. Anecdotal information also suggests that exploitation of children of illegal immigrants occurs in South Africa, Swaziland, Namibia and possibly Botswana. However, the nature and extent of these problems will remain unknown if not investigated through appropriate research. This will depend on the priority attached to these WFCL by the Steering Committees in the respective countries.

As far as BLNS are concerned, the sub-regional component of the project will focus primarily on investigating and collecting information on WFCL that involve cross-border activities, should this be prioritised by the national Steering Committees. In South Africa a project is also proposed to research cross-border activities, possibly including a broader sub-regional component. Where possible, regional action to address WFCL that involve the crossing of international borders will be incorporated in the South African TBP.

The implementation of sub-regional level interventions will be the responsibility of the CTA, who will collaborate and coordinate closely with the SPO and the Country Secretariats in this regard. Specific additional technical support is also provided for this area of work in the budget.

2.4.3 Concerted action against trafficking

The project will also support concerted sub-regional inter-governmental action against trafficking through the facilitation of an anti-trafficking cooperation agreement among all five countries. The project will provide technical assistance to the process of drafting such an agreement, as well as support to the process of getting it approved by the different governments.

2.5 Objectives, Outputs & Activities

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 0	By the end of this phase, the necessary preparatory activities required at the beginning of the project would have been concluded.	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
<i>Preparatory work for the project concluded</i>	0.1 Country-specific annexures for each SACU-country	0.1.1 Prepare country-specific annexures for each SACU country, setting out country-specific information regarding strategies, baseline studies, target groups and areas, and budget allocations, to be submitted to the donor for approval

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
<i>Improved knowledge for targeting and</i>	1.1. Up to date statistical information on the scale and nature of child labour in	1.1.1. Statistics South Africa to conduct survey on child labour by attaching a module to the Labour Force Survey to be conducted in 2004/5 ⁸ . (CLAP 22) ⁹

⁸ Although such a survey was carried out in 1999 the effects of AIDS have rendered this data unreliable. A new survey is therefore needed to establish baseline data to be used to measure the effectiveness of the CLAP and the TBP.

⁹ A reference to 'CLAP n' is to the number of the action step in the South African Child Labour Action Programme or CLAP (Annex 1) linked to the relevant

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
<i>programming</i>	South Africa produced	1.1.2. Statistics South Africa to analyse raw child labour data and for comparisons with information gathered in the SAYP (CLAP 22).
		1.1.3. Provide technical assistance regarding activities 1.1.1 and 1.1.2.
	1.2. Qualitative and quantitative information on magnitude, characteristics, causes and consequences of selected forms of child labour, including WFCL, produced	1.2.1. Conduct seven rapid assessments on WFCL and other priority forms of child labour, probably on the following (subject to a decision of the national Steering Committee): CSEC (CLAP 48), trafficking in children (CLAP 31), children used in illegal activities, bonded child labour and servitude, children engaged in scavenging and recycling (CLAP 86), hazardous child labour, street children (CLAP 89, CLAP 137-140), child labour in liquor outlets (CLAP 81), and children's work in subsistence agriculture and in commercial agriculture.
		1.2.2. Undertake research to identify geographic areas in which WFCL are occurring
	1.2.3. Conduct research to establish proxies for WFCL.	
1.3. Information on initiatives potentially having a significant effect on WFCL,	1.3.1. Compile a report on good practices in action against child labour in South Africa, including recommendations for replication	

activity. The activity should be conducted in the context of the action step as described and motivated in the CLAP. A reference 'link to n' is to another related activity in this matrix, leading to a different output.

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
	with emphasis on the role of education, made available	1.3.2. Conduct research on the work being performed by NGOs that is relevant to child labour
		1.3.3. Conduct a consultation process with key stakeholders on education and child labour
		1.3.4. Conduct research into good practices in action to support children potentially rendered vulnerable by HIV/AIDS in households (including the situation of child-headed households), thereby preventing child labour.
<i>Enhanced capacity for policy implementation and monitoring</i>	1.4. New list of hazardous activities based on knowledge base produced	1.4.1. Review and revise the lists of (a) workplace hazards needing regulation; (b) worst forms hazards set out in the CLAP (link to 1.2) (CLAP 123)
		1.4.2. Develop through stakeholders consultation a new list (CLAP 123).
		1.4.3. Conduct a literature review of international and local practice on regulating and reducing hazards in relation to work for 15-17 years olds
	1.5. Legislation and policy proposals on CL and WFCL produced and debated	1.5.1. Develop policy papers and draft regulation on schools' role in identifying children needing assistance through improved monitoring and reporting of absenteeism (link to 1.3.3, 1.6.5 and to 2.5) (CLAP 15, CLAP 91).
1.5.2. Develop a policy paper and draft regulation on employment of children in liquor outlets (link to 1.2.1)		

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
		1.5.3. Develop two policy papers on interdepartmental coordination in the treatment of: a) immigrant and b) refugee children, with an emphasis on the different needs and issues relating to these two distinct groups (CLAP 142).
		1.5.4. Conduct a consultation process with local and international CL experts on appropriate work for 15-17 year olds, develop a policy paper and draft regulations on the issue (link to 1.4.3) (CLAP 5, CLAP 104, CLAP 120).
		1.5.5. Conduct a consultation process through the use of focus group and expert consultation to investigate issues relevant to children performing domestic chores and subsistence agriculture and develop guidelines on this issue
		1.5.6. Conduct a consultation process through the use of focus group and expert consultation to investigate issues relevant to the remuneration of children lawfully performing the same work as adults, develop guidelines and draft regulations governing this issue (CLAP 6).
		1.5.7. Draft regulations that provide for a definition of employment in the context of CL (CLAP 4).
		1.5.8. Draft regulations prohibiting the trafficking of children (CLAP 26).
	1.6. Police and judicial officers; Home Affairs and other key government	1.6.1. Develop a manual and training material for use by child labour inspectors on child labour issues (CLAP 7).

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
	officials; helpline operators and teachers trained on CL issues (considering specific training needs according to their functions)	1.6.2. Develop a manual and training materials for use by police, judicial officers and prosecutors on child trafficking and performance of illegal activities (link to 1.2.1 and 1.5.8) (CLAP 31 and CLAP 51).
		1.6.3. Develop a manual and training materials for use by Home Affairs officials on the rights and needs of immigrant and refugee children (CLAP 141) (link to 1.5.3).
		1.6.4. Develop a manual and training material for use by helpline operators on CL issues (CLAP 27 and CLAP 46).
		1.6.5. Develop a manual and training material for use by teachers on CL issues and pressures that children face (link to 1.3.3 and 1.5.1) (CLAP 102).
		1.6.6. Plan, organize and present three training programmes (including as many workshops as appropriate to reach a sufficient number of officials), selecting from police / judicial officers, Home Affairs officials, helpline operators and teachers
		1.6.7. Organize meetings to facilitate interdepartmental coordination in the treatment of: a) immigrant children and b) refugee children (link to 1.5.3)
	1.7. An effective and coherent system of coordination to monitor the removal of children from CL made operational (CLM or “follow the child” system)	1.7.1. Record key steps taken by key departments, including DL, DrSD, DrE, DHA, SAPS and DJ, in this field, (a) to be able to 'follow the child' and (b) to enable analysis of the extent and nature of steps taken by relevant departments; and (c) to coordinate between the different information systems (CLAP 20).

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
		1.7.2. Conduct an investigation on what is currently happening to children removed from CL (tracer study) ¹⁰
		1.7.3. Develop guidelines on institutional responsibilities and a flow chart for identification and monitoring of (ex) child workers, including governmental institutions, NGOs and community groups, such as teachers (link to 1.5.1)
	1.8. Monitoring and evaluation system for CLAP developed	1.8.1. Develop statistical and other indicators to measure the effectiveness of the implementation of the CLAP (CLAP 21).
		1.8.2. Develop a pro forma basis for regular reporting by the agencies of the RSA government on the implementation of the CLAP
		1.8.3. Conduct a prototype evaluation of all relevant public sector policies and their implementation
		1.8.4. Develop a set of criteria in terms of which public sector policies with an impact on CL can be re-assessed on a regular basis in the future

¹⁰ It is important to note that USDOL is currently funding the ILO-IPEC project 'Measuring Longer Term Impact on Children and Families through Tracer/Tracking Methodologies' (INT/02/P78/USA). The outcomes of this project, which will be available towards the end of 2003, will inform the methodology for the tracer study to be conducted in South Africa.

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
		1.8.5. Develop through stakeholders consultations a realistic set of targets for CL elimination for the period 2005-2010
<i>General public and key players made aware of child labour issues</i>	1.9. Overall national awareness raising campaign designed and implemented	1.9.1. Design overall national awareness-raising campaign to make the general public and key players aware of child labour (CLAP 17)
	1.10. Awareness raising campaigns aimed at employers and workers implemented	1.10.1. Develop awareness raising materials based on the Basic Conditions of Employment Act (CLAP 23).
		1.10.2. Conduct awareness raising activities on BCEA and child labour with workers and employers (CLAP 23).
		1.10.3. Conduct awareness raising activities on occupational safety measures to put in place to avoid workplace hazards (CLAP 104, CLAP 121).
	1.11. Awareness raising campaigns on CL, and specifically on selected WFCL, aimed at the general public organized	1.11.1. Develop awareness raising materials on trafficking, CSEC, children in illegal activities and selling drugs and children working in liquor outlets (CLAP 82).
		1.11.2. Conduct awareness raising activities on trafficking, focused in areas experiencing high levels of trafficking, including the difficulties faced by children recruited to work far from home and the falsehoods used by recruiters of children (CLAP 32)
		1.11.3. Conduct awareness raising activities on nature, extent and causes of CSEC aimed at the general public (CLAP 47)

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa (CLAP) and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 1	By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
		1.11.4. Conduct awareness raising activities on use and procurement of children for illegal activities and drug selling, aimed at the general public (CLAP 47)
		1.11.5. Conduct awareness raising activities on the participation of children in liquor outlets aimed at the general public (CLAP 82).
		1.11.6. Conduct awareness raising activities on the national school fee policy aimed at parents of children of school-going age (CLAP 93).

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 2	By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy	
STRATEGIC COMPONENTS	OUTPUTS	MAIN ACTIVITIES

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 2	By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy	
STRATEGIC COMPONENTS	OUTPUTS	MAIN ACTIVITIES
<i>Identification and baseline information</i>	2.1. Pilot interventions identified	2.1.1. Select through stakeholders consultation specific areas for developing pilot direct action interventions on CSEC, trafficking, bonded labour and education and child labour ¹¹
		2.1.2. Conduct baseline studies as appropriate in the above mentioned sectors and areas
<i>Direct action and piloting to inform policy</i>	2.2. Pilot project(s) on CSEC implemented (CLAP 45 & 49)	2.2.1. Through participatory planning processes, define components of pilot project(s), and geographic areas where it is to be implemented and identify implementing agencies
		2.2.2. Design the pilot project(s)
		2.2.3. Implement the pilot project(s)
		2.2.4. Evaluation and systematic documentation of the outcomes of the pilot project(s), with an emphasis on identifying policy proposals for wider implementation by the relevant government departments and other stakeholders.
		2.2.5 Facilitation of a process with relevant government departments and other stakeholders to modify and adapt existing policies, taking into consideration the lessons from the pilot(s).

¹¹ The incidence of the specific WFCL will be an essential criterion for defining the areas of intervention for CSEC, trafficking and bonded labour. Criteria for the selection of the location for the AP on education and child labour will include the size of the school-going population and levels of absenteeism.

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 2	By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy	
STRATEGIC COMPONENTS	OUTPUTS	MAIN ACTIVITIES
	2.3. Pilot project(s) on trafficking implemented	2.3.1. Through participatory planning processes, define components of pilot project(s), and geographic areas where it is to be implemented and identify implementing agencies
		2.3.2. Design the pilot project(s)
		2.3.3. Implement the pilot project(s)
		2.3.4. Evaluation and systematic documentation of the outcomes of the pilot project(s), with an emphasis on identifying policy proposals for wider implementation by the relevant government departments and other stakeholders as well as the facilitation of the adoption of these proposals.
	2.4. Pilot project(s) on bonded labour implemented	2.4.1. Through participatory planning processes, define components of pilot project(s), and geographic areas where it is to be implemented and identify implementing agencies
		2.4.2. Design the pilot project(s)
		2.4.3. Implement the pilot project(s)
		2.4.4. Evaluation and systematic documentation of the outcomes of the pilot project(s), with an emphasis on identifying policy proposals for wider implementation by the relevant government departments and other stakeholders as well as the facilitation of the adoption of these proposals.
	2.5. Pilot project(s) on education and child labour, with a focus on projects to	2.5.1. Through participatory planning processes, define components of pilot project(s), and geographic areas where it is to be implemented and identify implementing agencies

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 2	By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy	
STRATEGIC COMPONENTS	OUTPUTS	MAIN ACTIVITIES
	(a) provide educational rehabilitation for children educationally disadvantaged because of child labour (CLAP 98) ;(b) test ways in which schools can identify children involved in child labour, especially worst forms of child labour, and can call in appropriate agencies to assist (CLAP 15); (c) testing effect of changing school hours to accommodate acceptable work, thereby improving school attendance, implemented (CLAP 69, 75)	2.5.2. Design the pilot project(s)
		2.5.3. Implement the pilot project(s)
		2.5.4. Evaluation and systematic documentation of the outcomes of the pilot project(s), with an emphasis on identifying policy proposals for wider implementation by the relevant government departments and other stakeholders as well as the facilitation of the adoption of these proposals.
		2.6. Pilot project(s) on how to protect children 15-17 from hazardous work (CLAP 120)
		2.6.1. Through participatory planning processes, define components of pilot project(s), and geographic areas where it is to be implemented and identify implementing agencies
		2.6.2. Design the pilot project(s)
		2.6.3. Implement the pilot project(s)
		2.6.4. Evaluation and systematic documentation of the outcomes of the pilot project(s), with an emphasis on identifying policy proposals for wider implementation by the relevant government departments and other stakeholders as well as the facilitation of the adoption of these proposals.

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 3	By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries , leading to effective national interventions against this problem	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
<i>Improved knowledge base</i>	3.1. Qualitative and quantitative information on magnitude, characteristics, causes and consequences of selected forms of child labour, including WFCL, in BLNS countries	3.1.1. Identify minimum information requirements and crucial information gaps in the four countries
		3.1.2 Based on 3.1.1, identify relevant sources of information (such as datasets of earlier surveys) for further analysis from a child labour perspective
		3.1.3. Based on 3.1.1, conduct rapid assessments as appropriate ¹² on: (menu) hazardous work in agriculture, CSEC, trafficking, illegal activities, child domestic work, hazardous work and street children.
		3.1.4. Undertake research to identify geographic areas in which WFCL are most prevalent in the four countries, possibly linked to 3.1.2 and 3.1.3
		3.1.5. Conduct research to establish proxies for WFCL in the four countries, possibly linked to 3.1.2.

¹² In Lesotho a child labour survey and four supplementary studies (on herding, CSEC, domestic work and children working from the streets) are already being planned for implementation in 2003 – 2004 through a separate SIMPOC-related project. Since these aspects are already covered in Lesotho, the planned content of activities in Lesotho is slightly different to that in the other BLNS countries. These studies will be taken into consideration for the decision on any further rapid assessments to be undertaken in Lesotho. A SIMPOC module, as add-on to another appropriate survey, may also be conducted during the currency of this project in Botswana and, if so, will be taken into consideration in these activities. This survey may be funded through a separate SIMPOC-related project, or by the government of Botswana itself.

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 3	By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries , leading to effective national interventions against this problem	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
		3.1.6. Conduct research into the effect of HIV/AIDS in households (including child-headed households) increasing pressure on children to work
		3.1.7. Technical assistance to countries conducting or planning to conduct SIMPOC surveys on lessons learnt from earlier regional experience on such surveys in South Africa and Namibia.
		3.1.8 Gather additional information concerning project activities, targets and country-specific budgets and submit to the donor.
	3.2. Information on initiatives potentially having a significant effect on WFCL, , made available in the four countries	3.2.1. Conduct research on the work being performed by NGOs that is relevant to CL in the four countries
		3.2.2. Conduct an analysis of public policies with an influence on child labour in the four countries
	<i>Planning and development of pilot interventions</i>	3.3. Action plans on child labour developed in the four countries
3.3.2. Elaborate proposals for action plans on child labour in the four countries (based on menu)		
3.3.3. Advocate with Ministries of Labour and other relevant authorities in each country for the adoption of the plan		

DEVELOPMENT OBJECTIVE	This project will contribute to the elimination of the WFCL in the SACU region by supporting the national Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland (BLNS)	
IMMEDIATE OBJECTIVE 3	By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries , leading to effective national interventions against this problem	
STRATEGIC COMPONENT	OUTPUTS	MAIN ACTIVITIES
	3.4. Pilot interventions implemented and documented	3.4.1. Based on action plans and through research and stakeholders' consultation, select forms of child labour and areas of intervention for the implementation of pilot activities (menu)
		3.4.2. Provide technical assistance, backstopping and supervision for the implementation of pilot action programmes in selected areas of intervention
		3.4.3. Evaluate and document strengths and weaknesses of pilot action programmes

IMMEDIATE OBJECTIVE 4	By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues , especially in its worst forms, in the SACU region	
<i>Improved knowledge for targeting and programming</i>	4.1 Qualitative and quantitative information on the magnitude, characteristics, causes and consequences of child labour, including WFCL, of a sub-regional nature, produced	4.1.1. Conduct four rapid assessments on WFCL of a sub-regional nature (involving not only the SACU countries but also other neighbouring countries such as Zimbabwe and Mozambique) , including cross-border trafficking
<i>Improved cooperation of action against CL among SACU countries in action against CL</i>	4.2. Concerted action against WFCL in the sub-region facilitated	4.2.1. Support existing forums dealing with WFCL at a sub-regional level
		4.2.2. Facilitate special meetings of these existing forums

IMMEDIATE OBJECTIVE 4	By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues , especially in its worst forms, in the SACU region	
		4.2.3. Draft a proposed agreement on trafficking for use by the governments of the sub region
		4.2.4. Facilitate the adoption of the proposed agreement by the governments of the sub region
		4.2.5. Facilitate exchange visits between personnel in the different SACU countries to exchange views with counterparts on WFCL
		4.2.6 Technical support to facilitate sharing of lessons learnt on the implementation of household surveys within the region

2.6 Indicators and means of verification

The following table includes the main indicators of achievement and means of verification for the project's immediate objectives. The comments on the indicators provide further information and clarify the rationale for their selection. The indicators will be revised by the project management team with the purpose of preparing a Project Monitoring Plan (PMP). The PMP will provide further information on the indicators and means of verification. Additional process and qualitative indicators might be added to facilitate the monitoring of the project (examples of possible process indicators are also included in the table).

Immediate Objective 1: By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa		
Indicators	Means of Verification	Comments
CLAP effectiveness in implementation	Qualitative analysis of CLAP's indicators by project management	Corresponds to strategic component "enhanced capacity for policy implementation and monitoring". The analysis of this indicator will be based on activity 1.8.1 (CLAP 21) of this project. The analysis, based on verifiable evidence, will also try to determine the effect of this project on CLAP's effectiveness
Number of new policy positions and laws on child labour adopted by relevant government departments and institutions	Survey of Departments and institutions Annual Reports	Corresponds to strategic component "enhanced capacity for policy implementation and monitoring". Even if this quantitative indicator does not inform about policy effectiveness, it allows to analyse the involvement of different governmental agencies in CL issues and the coverage of governmental action
The extent to which government policies with an impact on CL have been adapted following their review	Qualitative analysis of government policies by project management	Same as above
Number of references to information produced in the context of this project in policy and programme documents	Review of policy and programme documents produced by different partners	Corresponds to strategic component "improved knowledge base". It will include a qualitative analysis on use of information for policy and programme definition
Budget allocations for WFCL-related programmes by key government institutions responsible for tackling WFCL	Review of annual budgets and Medium Term Expenditure Frameworks	Complements the more qualitative assessments described above.

Number of new initiatives undertaken by key partners (especially employers and workers' organization) on CL	Documents and ad hoc information provided by key partners	Corresponds to strategic component "awareness raising and mobilization". This indicator reflects the impact of awareness raising activities among key players
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Possible process indicators for this objective: Number of research reports on CL produced in South Africa; Number of officials with increased capacity to perform their work effectively; Number and contents of media reports highlighting CL and WFCL issues and the measures taken to combat it; amount, reliability and type of information gathered by CLAP's monitoring system.

Immediate Objective 2: By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy

Indicators	Means of Verification	Comments
Number and type of lessons learned and models developed from direct action programmes	Analysis of action programme evaluation reports	Quantitative and qualitative indicator to determine the possibilities of replicating successful experiences
Number of boys and girls withdrawn / rescued from WFCL and rehabilitated (who have not returned to CL by the end of the project)	Information from implementing partners and child labour monitoring systems	Quantitative information to determine the capacity of action programmes to withdraw children from exploitative situations and provide rehabilitation services to the target population
Number of boys and girls at risk of being engaged in WFCL prevented	Information from implementing partners and child labour monitoring systems	Quantitative information to determine the capacity of action programmes to prevent children from being engaged in CL and provide rehabilitation services to the target population
Enrolment and drop out rates for target groups as compared to average for total child population in intervention areas	Information from schools and educational system	Quantitative information on the effectiveness of the educational services provided in the context of this project

Possible process indicators for this objective: Number of action programmes initiated and completed; number of children targeted by the different action programmes; quantity and type of services provided to the targeted children.

Immediate Objective 3: By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries, leading to effective national interventions against this problem

Indicators	Means of Verification	Comments
Number of new action steps against WFCL taken in the four countries	National Steering Committees' reports	Initiatives of any size and scope (from individual activities to full-blown programmes) will be considered as "action step". The analysis of the

		indicator will include a breakdown by country and type of “action step”.
Quality and scope of action plans developed in each country	Qualitative review of action plans by project management	Qualitative indicator that will provide information on the possibilities of developing time bound programmes in each country in the near future
<i>Possible process indicators for this objective: Number of quality research reports on CL produced in the four countries; Number and type of pilot interventions implemented.</i>		
Immediate Objective 4: By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues, especially in its worst forms, in the SACU region		
Indicators	Means of Verification	Comments
Number and type of multilateral initiatives against child labour developed in the SACU region	Information from governmental sources and National Steering Committees	This indicator will provide information on inter-regional cooperation and common action. A qualitative analysis of types and scope of initiatives will be included.
<i>Possible process indicators for this objective: Number of research reports on CL produced at the regional level; number of regional meetings organized; number of government officials from different countries participating in regional meetings; number of exchange visits done.</i>		

2.7 Assumptions

The achievement of the objectives of this project will depend on several external conditions in the social, political and economic environment in all the targeted countries. At the same time, the outcomes of this project are also dependent, in South Africa, on the successful and timely implementation of components of the CLAP directly linked to, but not forming part of, this project.

All aspects of the project are driven by the principle that it should support the activities of the governments of the five countries. Clearly therefore there has to be continued coordination, cooperation and trust among partners. Their ongoing political will and ability to prioritise the elimination of WFCL is essential. This project is designed on the basis of there being a healthy and dynamic partnership with the governments and social partners. Sustaining the health of this partnership will require the ongoing commitment of all parties.

In order to effectively contribute to the urgent elimination of the WFCL in the SACU region, the project requires the existence of a stable political and economic environment. This implies the constancy of national development priorities in which levels of investment in the various social

sectors (education, child rights, health, etc.) are maintained or increased in order to create the necessary conditions to boost employment. Therefore, stable macroeconomic conditions and population dynamics as well as the non-existence of natural disasters and major social disturbances are prerequisites for the successful implementation of this project. This region is known for the prevalence of HIV/AIDS. This factor has been considered in the development of the project.

The following table includes specific assumptions for the achievement of the immediate objectives of the project, as stated in the logical framework matrix above. The possible contextual indicators included in the table will be further developed by the project management team and included in the PMP, so as to facilitate monitoring the situation external to the project and improve the project's capacity to adapt to the changes in the environment.

Immediate Objective 1: By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa		
Assumptions (external factors)	Comments on likelihood of occurrence	Possible contextual indicators
<ul style="list-style-type: none"> The CLAP is fully recognized as the leading policy document by governmental agencies and civil society organizations in South Africa 	The CLAP has been developed through a multi-layered participatory approach which should facilitate ownership and enhance participation	<ul style="list-style-type: none"> Number and type of organizations participating in CLAP meetings and the level of their participation
<ul style="list-style-type: none"> The different governmental and non governmental agencies and groups involved in CL issues assign priority to this issue and allocate sufficient resources for the operation of the different activities 	Child labour is becoming a visible issue in South Africa. The project's awareness raising activities will contribute to the national mobilization around this issue. It is thus highly probable that relevant institutions will prioritise this issue in their political agendas	<ul style="list-style-type: none"> Action plans and political agendas of relevant institutions (to verify inclusion of CL issues) Participation of officials and staff of institutions in project's activities Budget devoted to CL activities in key institutions
Immediate Objective 2: By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy		
Assumptions (external factors)	Comments on likelihood of occurrence	Possible contextual indicators
<ul style="list-style-type: none"> Key local agents and institutions, especially of the educational system, are willing to participate in the action programmes and devote sufficient resources to it 	The project will actively advocate with key local groups and leaders. It is expected that the awareness raising activities targeting the general population, especially parents and children themselves, will contribute to the occurrence of this assumption.	<ul style="list-style-type: none"> Resources devoted to project activities by key local institutions Effectiveness of child labour and school attendance monitoring at local level

<ul style="list-style-type: none"> Local groups affected by the implementation of the project are not capable of obstructing implementation in a significant way 	<p>Some of the direct action will affect the interests of groups taking advantage of child exploitation (groups gaining profit from trafficking, sexual exploitation, bonded labour). It is expected that pressure from local population (made aware of the problem) and the better enforcement of legislation will counteract this threat.</p>	<ul style="list-style-type: none"> Threats received by implementing agencies
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Immediate Objective 3: By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries, leading to effective national interventions against this problem

Assumptions (external factors)	Comments on likelihood of occurrence	Possible contextual indicators
<ul style="list-style-type: none"> The different governmental and non governmental agencies and groups involved in CL issues in BLNS assign priority to this issue and allocate sufficient resources for the operation of the different activities (especially for the development of action plans) 	<p>The project's capacity building activities will contribute to the national mobilization around this issue in the BLNS countries. It is expected that relevant institutions will prioritise this issue in their political agendas. The experience of South Africa should act as an example and a leading force for the BLNS countries.</p>	<ul style="list-style-type: none"> Participation of officials and staff of institutions in project's activities in the 4 countries

Immediate Objective 4: By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues, especially in its worst forms, in the SACU region

Assumptions (external factors)	Comments on likelihood of occurrence	Possible contextual indicators
<ul style="list-style-type: none"> Local groups affected by the implementation of the project are not capable of obstructing implementation in a significant way 	<p>See above (especially relevant for trafficking issues).</p>	<ul style="list-style-type: none"> Threats received by implementing agencies of direct intervention in BLNS countries

3. Target Groups and Partners

The definition of the target groups for this project has been done taking into consideration the following:

- In South Africa there has already been the CLAP process and the purpose of this project is to support the government and other stakeholders in their implementation of the CLAP. The bulk of direct action against WFCL will thus be undertaken by those parties and the purpose of this initiative is to provide the enabling environment that will make their actions possible as well as to demonstrate effective ways of combating child labour through pilot projects. Therefore, there will be direct beneficiaries from the pilot projects, which are briefly described below. In the final phase of the project in South Africa there will be assistance provided to the government to facilitate the setting of targets on expected beneficiaries of the CLAP in the future.
- On the other hand, in the BLNS countries there has been no CLAP-type of process. Nor is there sufficient information upon which to launch a typical TBP and projects of support within the TBP. The strategy in those countries therefore focuses on increasing information and knowledge related to child labour, but also includes some pilot projects to be implemented in areas where particular WFCL are known to occur. The beneficiaries of these pilot projects are also included in the figures provided below.

3.1 Direct beneficiaries

In South Africa, the intended ultimate beneficiaries of the programme are children who will benefit either by being brought to the attention of policy makers through increased knowledge and general awareness on WFCL, or by benefiting **directly** from pilot activities aimed at addressing WFCL.

In BLNS, the intended ultimate beneficiaries are children who will be ‘counted’ and acknowledged – many for the first time – as being involved in WFCL. While pilot projects aimed at eliminating WFCL in these countries will be aimed mainly at increasing knowledge on WFCL, some children who are involved in WFCL may already benefit from these projects, and some will also benefit directly from the action-research activities that will form part of the programmes in these countries.

Returning to South Africa, a key element of the project strategy is to test specific methodologies for addressing WFCL and other priority forms of child labour through pilots. The lessons learnt from these pilots will assist policy development, including direct action programmes of government and other stakeholders.

Although the pilots involve direct action, their main aim is not to benefit as many children involved in WFCL as possible during the project. Rather, it is to provide the tools to enable large-scale benefits to such children when the lessons from these pilots are incorporated in

programmes of government and other stakeholders, a strategy that forms the core of the CLAP itself.

Another important aspect is that insufficient information is available at present for the adequate setting of targets of children who should benefit from direct action. The difficulties in this regard include the following:

- Before a methodology can be designed in detail, sufficient information regarding the form of child labour it seeks to address is required. Such information is generally not available regarding WFCL in South Africa. The rapid assessments forming part of this project were designed specifically to gather such information.
- Appropriate geographic areas for such pilots must be identified. Identification of such geographic areas again depends on the design of appropriate proxies for child labour, since the statistical information on child labour (in so far as such information is available) cannot be disaggregated to smaller geographical areas. The project therefore provides first for the design of proxies, and for the identification of geographic areas where WFCL occur. It is however possible to identify broadly certain areas as being likely to be places in which pilot projects might be clustered. For example the three poorest provinces of Eastern Cape, KwaZulu-Natal and Limpopo are likely to provide the necessary conditions for piloting measures to combat the forms of CL most likely to occur in very poor rural areas. In relation to CSEC however it is likely that the areas for effective pilot projects will be found in the cities where men are more likely to have money to spend on CSEC.
- Even once the above information is available, the informed setting of targets for the successful assistance of children involved in WFCL will still not be possible. Such targets can be set only once the efficacy of relevant methodologies for interventions have been tested.

For these reasons, this chapter does not list in full detail the intended direct beneficiaries of the project. Rather, the project strategy provides for the development of a realistic set of targets of direct beneficiaries and, more broadly, for CL elimination for the period 2005-2010, through the gathering of the necessary information and stakeholders consultations (see activity 1.8.5).

Provisional targets are however given regarding children who should benefit from services provided through the planned pilot projects. These provisional targets are the basis for budgeting the pilot projects. A total of around 11 700 children will be targeted for withdrawal¹³ and prevention¹⁴ from exploitative and/or hazardous work¹⁵ through the provision of educational and

¹³ **Withdrawal** in this context refers to those children that are found to be working and will no longer work as a result of the intervention. This category also includes those children that are engaged in exploitative/hazardous work and as a result of the project will work shorter hours under safer conditions.

¹⁴ **Prevention** measures will target children that are either a) siblings of (ex-) working children that are not yet working or b) those children not yet working but considered to be at high-risk of engaging in exploitative work. In order to be considered as “prevented”, these children will benefit directly from the project intervention. A “**high risk**” situation refers to a set of conditions or circumstances (family environment or situation, vicinity of economic activities prone to employ children, etc.) under which the child lives or to which it is exposed. Children at high risk

non-educational services following direct action from the pilot projects forming part of this programme. These targets will be revised by the project management team as one of the first project activities. The revised targets will be included in the country-specific information to be submitted before June 2004 and will include appropriate gender and age breakdowns, as well as indications on the type of services to be provided to different target groups.

Of the total boys and girls to be targeted by the pilot projects in South Africa specifically focusing on education-related methodologies, 8 000 will be targeted to receive education-related interventions, including educational rehabilitation of children disadvantaged by WFCL, detection of children involved in WFCL through schools (and referral to appropriate agencies) and testing methodologies regarding providing more flexible school hours and their effect on reducing negative effects of work on schooling.

The following table provides a tentative breakdown of targeted children according to the different sectors and issues to be covered by the pilot projects.

Sectors and issues to be covered with pilot projects	Pilot areas to be selected, where at least these number of children are affected by the issue in column 1
<i>CSEC</i>	<i>400</i>
<i>Trafficked children</i>	<i>1000</i>
<i>Children in bonded labour</i>	<i>1500</i>
<i>Children 15-17 involved in hazardous work</i>	<i>800</i>
<i>Educational rehabilitation of children disadvantaged by WFCL</i>	<i>2000¹⁶</i>
<i>Detection of children involved in WFCL through schools and referral to appropriate agencies</i>	<i>2000</i>
<i>Testing the methodologies regarding flexible school hours</i>	<i>4000</i>
<i>TOTAL</i>	<i>11 700</i>

of engaging in exploitative/hazardous work could also include children who are not yet in school as well as those currently in schools but at high risk of dropping out.

¹⁵ **Exploitative and/or hazardous work** refers to the conditions under which the child works and the safety, health, and environmental hazards to which the child is exposed as well as the duration of work. Any type of work that prevents a child from obtaining an education (attending school regularly) is also considered exploitative work.

¹⁶ These children may overlap with the children removed from WFCL through the pilots on CSEC, trafficking, bonded labour and hazardous work.

3.2 Indirect beneficiaries

The indirect beneficiaries of the project in South Africa and BLNS are children, their families and communities who will benefit from more information, increased awareness and attention to WFCL in development initiatives, in policies and government practices, etc. It is expected that the support to the CLAP at the national level will have an impact on a significant number of children engaged in WFCL or at risk. The indicators and monitoring and evaluation systems to be supported by this project will facilitate the measurement of this indirect effect.

3.3 Direct recipients

The first group of direct recipients of this project in South Africa and the BLNS are stakeholders who the National Steering Committees will identify as custodians of the various elements of the project. More specifically, the direct recipients are staff and others related to national institutions that receive services and benefit from the project to enable them to carry out and support action against WFCL. National institutions comprise public sector entities, such as line ministries, local government authorities, service providers (for example schools), law enforcement agencies, etc. National institutions also comprise employers' and workers' organisations, NGOs, the media, research institutions, private enterprises and enterprise associations and other civil society organisations and entities. Policy makers also make up a key recipient group.

3.4 Partners

The partners in this project are Government ministries / departments at national (central) and local (district) government level, workers' and employers' organisations, NGOs, CBOs and, to a limited extent, research institutions, that will provide resources (in kind or in cash) for the sound implementation of the project's activities.

Partners also include donors and international and regional organisations and other ILO departments, who may be able to participate in selected elements of the project. National Steering Committees in the respective countries already include most of the project partners. The NSCs, additionally, will identify other eventual partners for specific activities.

4. Sustainability

As a general principle of project formulation and design, strategies in ILO/IPEC projects are always formulated to achieve the identified possible degree of sustainability from the outset of the project and as specific to the strategy. It is an integral support element of all project specific strategies and as such issues of sustainability are therefore addressed as part of the description of the strategy. In keeping with this understanding, this project will seek to promote sustainability from its inception. As one of the main evaluation concerns, the evaluation processes of the project will address the progress towards and achievement of sustainability.

The following provides an overview of the issues in sustainability and the elements of the strategy addressing sustainability. It also highlights the specific sustainability initiatives taken to promote and achieve sustainability in this project.

Questions of sustainability regarding the actions to be undertaken in the project relate essentially to the ability of the Governments and their partners to sustain and extend interventions against child labour in both space and time, until the goal of eliminating the WFCL is achieved. In South Africa, extension in space refers to the roll out of interventions to cover the entire country and all sectors where WFCL occur. Extension in time concerns the implementation of needed interventions beyond the end of the project and until the horizon fixed by the national authorities (target setting). In the BLNS countries, it is expected that at the end of the project it will be possible to start the development of national planning processes that will allow the countries to define their own needs and targets in terms of WFCL elimination, and develop appropriate programme to address WFCL.

In other words, sustainability depends on the Governments' ability to fully make operational and implement the CLAP in South Africa and the national plans to be developed in BLNS, as well as the regional plans develop as part of this project. This ability rests largely on the capacity to mobilize the necessary human and financial resources and the capacity to implement programme interventions in an effective and efficient manner. The two conditions are, of course, closely related.

The approach adopted by the project is to assist in leveraging the necessary resources through the mainstreaming of child labour issues, as much as possible, into existing policies and programmes (as much as possible). This integration will, amongst other benefits, help to:

- Capitalize on synergies between sectors and partners, complementing existing interventions if necessary, and making particular efforts to provide target groups with access to existing programmes, with new interventions developed essentially to fill existing policy and programme gaps; obtaining access to complementary programmes or projects funded and/or implemented by other partners for the target groups will enlarge the pool of resources available.
- Facilitate the mobilization of domestic resources for poverty reduction and development for funding interventions against child labour. The CLAP in South Africa should be

considered as a first step towards the institutionalisation of government budgetary allocations to fight child labour.

- Facilitate the attraction of (additional) donor resources to fund child labour interventions. Governments' declarations of child labour as an important development issue should earn the fight against child labour recognition as a priority area for funding from the development partners.

The capacity building components of the project, particularly the training and the facilitation of national and regional meetings will facilitate the process of resource mobilization. The strengthening of planning, coordination, monitoring and evaluation capabilities in the CLAP and among partners will also contribute to the effective implementation of the interventions, thus enhancing sustainability.

South Africa does not have a single comprehensive poverty strategy. The Growth and Development Summit report and the latest Budget Review listed the following as the 'key elements' of the government's 'development strategy', which indicate the extent to which the government's priorities are in line with the broad goals of this project:

- Ongoing broadening of the income security net, health services and targeted poverty reduction;
- A national skills development strategy which emphasises improvements in productivity and opportunities for the unemployed;
- Redistribution and restitution of land, accompanied by investment in rural development and agricultural support services;
- Public administration reform which focuses on respect for citizen's rights, and good governance;
- Working with the private sector on investment in infrastructure, improvement in technology, and industrial expansion;
- Strengthening the fight against crime and corruption;
- Increasing access to financial services;
- Improving integration of small businesses into the formal economy;
- Lowering taxes for low- and middle-income households;
- A 'sustainable, broad-based and transparent approach to black economic empowerment';
- Expanding investment and trade as part of NEPAD (the New Economic Partnership for African Development).

The CLAP will be implemented in line with the development strategy. This project will enhance coordination and try to build complementarities and synergies (e.g. geographical and target groups coverage) so as to ensure sustainability of the overall national efforts to eliminate the WFCL in South Africa. A similar strategy will be adopted in the BLNS countries.

5. Institutional Arrangements and Project Management

5.1 Institutional Arrangements

The project will be executed by ILO/IPEC. At a sub-regional level, a Chief Technical Adviser (CTA) based in the ILO Area Office in Pretoria will have overall responsibility for project direction and implementation in South Africa and the BLNS countries, as well as any sub-regional components involving all or a selection of these countries, as well as neighbouring non-SACU countries necessary.

Implementation (mainly of research, capacity building and direct action) will be subcontracted to national and sub-regional institutions and organisations that may include government at national and local levels, workers' and employers' organisations, NGOs, the media, universities, research institutions and others capable of conducting research, building research capacity, providing other services (such as drafting of regulations) and implementing direct action. These institutions and organisations are referred to as Implementing Agencies (IAs).

IAs will sign a contract with IPEC that will be in line with ILO guidelines on sub-contracting (see 7.3 for details). This means that the capacity of IAs will be assessed carefully to ensure that they have the ability to conduct research, build capacity of other partners provide other services and implement direct action. It is important to note that an organisation can be an IA and a direct recipient of capacity building services, implemented by IPEC or another IA, at the same time.

Collaborating agencies may include, but are not limited to, public sector institutions, including national and local government agencies, donors and international organisations, NGOs and INGOs, universities, research institutions and other ILO departments and programmes. In particular other ILO departments and programmes could play an important part as collaborators, sharing their expertise and coordinating interventions in related fields closely within participating countries and the sub-region as arranged in consultation with the relevant IA's.

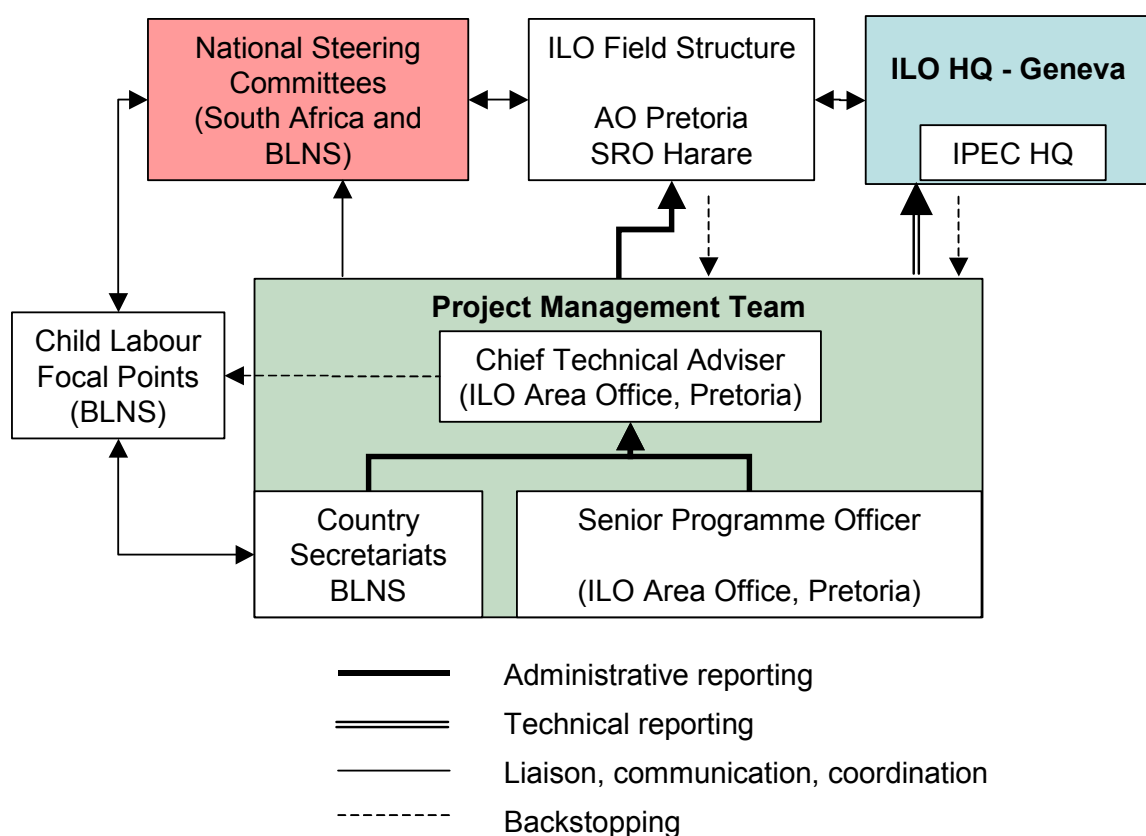
National Steering Committees (NSCs) will be established in all countries. The NSCs will guide and advise the project initiatives at the country level as far as their alignment with national priorities and policies is concerned. The project management team will maintain close relationships with the NSCs in all the targeted countries.

At national level the implementation of the project will be managed by the CTA, assisted by an Senior Programme Officer (SPO), in collaboration with an in-country secretariat.

5.2 Project Management

The proposed project management structure can be illustrated as follows:

Fig. 5.1: Project management structure



The Chief Technical Adviser (CTA) has overall management responsibility, heads the management team, liaises with the ILO Area Office in Pretoria and reports to the IPEC Headquarters in Geneva. The Senior Programme Officer (SPO) coordinates the project, is guided by the National Steering Committees, liaises with the Country Secretariats and reports to the CTA. Similarly, the Country Secretariat in each country is guided by the National Steering Committee of that country, liaises with the SPO regarding regional programmes and liaises with the CTA. Backstopping in the sub-region is done by the ILO Field Structure in the Area Office in Pretoria and the Sub-Regional Office in Harare. The IPEC headquarters in Geneva provides technical and administrative backstopping to the whole project, and will liaise with the donor and other ILO Departments.

Within this structure, management roles and responsibilities are described in more detail as follows.

5.2.1 Chief Technical Adviser

The Chief Technical Adviser (CTA) will have overall responsibility for the management of the project budget, as well as project direction, implementation and reporting. She or he will be directly responsible for implementing or sub-contracting activities at sub-regional level and have a supervisory and backstopping role towards activities under the national level components of the project. This will include final consideration and approval of requests for funding from the participating countries and taking the planning-cum-self-evaluation process forward at national level. Moreover, the CTA will be responsible for project management reporting (implementation and progress reports) with backstopping by IPEC HQs.

The duty station for the CTA will be Pretoria. It is considered important to locate the CTA in the AO Pretoria to provide easy access to administrative support and guidance and to other facilities such as communication and office systems. As the project focuses on the SACU countries, the establishment of a CTA duty station at the AO for the SACU area is seen as appropriate. It is also more convenient and cost-effective in terms of logistics and access to the other SACU countries, which is an important consideration since it is expected that the CTA will travel extensively in the sub-region.

5.2.2 Senior Programme Officer

A Senior Programme Officer (SPO) will be appointed to assist the CTA with the implementation, management and monitoring of the project, including taking forward the planning-cum-self-evaluation process with the support of the CTA. The SPO will assist the CTA with management reporting, identification of partners and collaborators, and will also assist IAs in producing proposals and evaluating these proposals.

5.2.3 Administrative assistance

An administrative and finance secretary will be responsible for administrative and finance duties. Provision is also made for a post of 'driver / junior administrative assistant'. It may well be that a driver is not required, but that it will be more appropriate for the CTA to use the post for a junior admin assistant, to increase the administrative capacity overall and to release the admin / finance secretary to focus on senior administrative functions.

5.2.4 Management of work within countries

The SPO will be responsible for the facilitation of the establishment of National Steering Committees, relying wherever appropriate and feasible, on existing structures. Each Steering Committee will then appoint an in-country secretariat, in consultation with the SPO and CTA. The secretariats will play an important role in facilitating and coordinating the work of the

National Steering Committees and their liaison with the CTA. Taking into consideration their input, the secretariats will guide, facilitate, inform and coordinate the work of the National Steering Committees. The secretariat will also assist potential IAs in BLNS to produce proposals/requests for support for submission to the CTA.

The secretariat should be an organisation or institution that plays an important role in fostering compliance with rights, commitments and goals related to the welfare of children and adolescents within the country concerned and must have the capacity to fulfil the role of NSC secretariat in that country. The secretariat function could be carried out by a 'consortium' of relevant organisations / institutions, if appropriate. It is appropriate to locate the secretariat within the ministry or department responsible for labour, or to include at least one staff member of such ministry or department as a member of the secretariat.

In order to strengthen the capacity of the main national partner, normally the Ministry of Labour, it is envisaged that a full-time focal point will be appointed to follow up on the project activities in the country concerned. These posts will be funded by the project through country-specific action programmes, which will be developed during the first quarter of 2004 to ensure that action in the BLNS countries is not delayed.

5.2.5 National Steering Committees

National Steering Committees (NSCs) will be established in all the targeted countries. The NSC will play an important role in advising on research areas and action programmes that could be supported under this initiative and endorsing the proposals submitted by the project management team. They will be overseeing project activities at national level and specifically their role will be to:

- ensure that project activities are in line with national governmental development priorities and policies;
- advise the identification of research areas/projects, the planning-cum-self-evaluation process, including the definition of milestones and periodic self-evaluations under the project;
- ensure that procurement procedures for conducting surveys and doing further research in the respective countries are transparent, since processes through which service providers are selected are important for confidence in the outcome of surveys and research;
- identify and explore other sources of support to address aspects of WFCL that cannot be incorporated in this project.

The extent of involvement of the NSC may vary between countries depending on the composition of the NSC, the availability of individual members, etc. The NSC will be tripartite and will also have representatives from relevant civil society organizations. It is important that representatives of the lead and other key ministries/departments in the National Steering Committee keep their political heads informed throughout the process.

South Africa

In SA, the National Steering Committee (SC) that has so far been guiding the development of the Child Labour Action Programme will take responsibility during initial stages. The composition of the SC will be confirmed early on in the project, as well as its relationship to the Child Labour Intersectoral Group (CLIG). The members of the SC should include key implementing government departments, at least the government institutions responsible for labour, social development (welfare), education, finance, justice, policing and infrastructure delivery. It should also include organised business and labour, and representatives of civil society (such as the Community Constituency of the National Economic, Development and Labour Council, NEDLAC) and of NGOs working on children's issues. Within the context of the Child Labour Action Programme, this committee should advise the prioritisation of interventions that have been identified as possible components of this project in coordination with the CTA. This will be followed by a process of discussion and negotiation with the stakeholders who will be responsible for implementing and sustaining these priority interventions. Details about the modalities, duration and quantity of support, as well as issues of sustainability will be finalised by the CTA and SPO, in consultation with the direct recipients of the support.

Botswana, Lesotho, Namibia and Swaziland

The proposed establishment of National Steering Committees in BLNS is based on consultation with key stakeholders from various sectors in these countries. The principles underlying the establishment of National Steering Committees and their role are in broad terms similar for each of these countries. This is based on shared views and common concerns that were found among stakeholders in all the BLNS countries regarding country ownership of their programmes.

Based on these broad areas of similarity, and taking account of differences between the countries, the following arrangements are proposed:

- The Ministry / Department responsible for Labour in each country should
 - take the initiative for establishing a National Steering Committee that will oversee project activities at a national level;
 - assign responsibility for developing this initiative to a relevant department/unit and official. It would be the responsibility of this department/unit and official to liaise closely with the Country Secretariat in convening the National Steering Committee and arrange for the facilitation of a process towards the finalisation of its composition, objectives and workplan. Thereafter, the Country Secretariat will take responsibility for facilitating the work of the National Steering Committee according to the agreed workplan.

- The National Steering Committee, with support from the Country Secretariat, should
 - facilitate a process of consensus building about the definition and identification of WFCL in each country
 - develop a plan for addressing WFCL in their country. Components of this plan should be developed further with the assistance of ILO and IPEC field staff, if required (to be

facilitated by the Country Secretariat, in consultation with the CTA). Formal requests for support under this project will be done in coordination with the CTA.

Based on consultations with key stakeholders, the composition of National Steering Committees in the respective countries could be as follows:

Table 5.1: Composition of National Steering Committees in BLNS

	Botswana	Lesotho*	Namibia**	Swaziland
Lead	Ministry of Labour	Ministry of Labour & Employment	Ministry of Labour	Department of Labour (Ministry of Enterprise & Employment)
Other key ministries and departments	Dept of Social Services; Representative for Commissioner of Child Labour	Ministry of Gender, Youth & Sports; Ministry of Health & Social Welfare; Ministry of Justice & Human Rights Children's Desk; Ministry of Education	Ministry of Women Affairs and Child Welfare; Ministry of Education; Planning Commission	Ministry of Health & Social Welfare; Child Welfare Unit (created to coordinate children's issues across all ministries); Ministry of Education
Labour	Botswana Federation of Trade Unions	Liaison Committee coordinating the activities of the four Trade Union Federations	National Union of Namibian Workers	Swaziland Federation of Trade Unions
Business	Botswana Confederation of Commerce, Industry and Manpower (BOCCIM)	Lesotho Employers' Association	Agriculture Employers Association / Namibian National Farmers Union; Namibia Chamber of Commerce & Industry	Federation of Swaziland Employers/Swaziland Chamber of Commerce.
Other potential stakeholders	UNDP/UNICEF, Ditshwanelo SOS Children's Village Council of Churches	UNDP, UNICEF, Save the Children Fund Lesotho, Interim Community Councils, Sedibeng, Christian Council	Namibian Agricultural Labour Forum; Legal Advice Centre (LAC); UNICEF; Council of Churches	UNICEF; Save the Children Swaziland; Coordinating Assembly of NGOs (CANGO) to advise further representation

* In Lesotho, a revival of the 'National Advisory Committee on Labour' is proposed to act as a National Steering Committee.

** In Namibia, the Steering Committee should liaise closely with a Permanent Task Force on Child-Headed Households that has been established in that country.

5.2.6 IPEC Headquarters

IPEC Headquarter will provide technical and administrative backstopping to the project when necessary. The backstopping process is key to making informed decisions particularly on planning, implementation and evaluation. Furthermore, IPEC HQs will be responsible for maintaining relations with the donor and with other ILO Departments at HQ level.

5.2.7 ILO field structure (AO Pretoria and SRO Harare)

The ILO Area Office in Pretoria will provide administrative support and backstopping to the project at national and sub-regional levels, as well as political and representational support at national and sub-regional levels. The CTA will work under the guidance of the AO, especially with regard to consistency and collaboration with other ILO initiatives in the sub-region. Relevant experts from SRO Harare are expected to provide technical expertise as appropriate.

The AO Pretoria will ensure that SRO Harare and other relevant ILO programmes and structures remain informed about the project.

Planning, monitoring and evaluation

IPEC established procedures for planning, monitoring, reporting and evaluation, which are based on ILO procedures for technical cooperation projects, will be used throughout the project cycle. In this particular case, planning, monitoring and evaluation should be considered both an integral part of the project strategy and a management function related to its implementation.

7.1 Planning, Monitoring and Evaluation as an Integral Part of the Strategy

South Africa has already undergone an extensive strategic planning process for the CLAP, discussed elsewhere in this project document. This project will support the management of the CLAP through the provision of technical assistance for the development of effectiveness indicators, as well as monitoring and evaluation systems. The various country stakeholders involved in this project, especially the South African National Steering Committees, will participate actively in monitoring and evaluating their own performance and commitment before commencement of new initiatives.

In the BLNS countries, the project will support national planning processes following IPEC's Strategic Programme Impact Framework (SPIF) approach and drawing on the South African experience. The various country secretariats, in close consultation with the CTA, will play an important role in facilitating the M&E processes in BLNS.

Finally, at the regional level, the project will also provide support for planning and monitoring of multi-country activities.

7.2 Project Planning, Monitoring and Evaluation

For project monitoring and evaluation, the implementation team will develop a framework that will allow for the continuous follow-up of project activities and progress, i.e. whether project implementation is on track so that milestones and objectives will be achieved within the set timeframe. A Project Monitoring Plan (PMP), following IPEC guidelines, will be developed. The framework will also make provision for the periodic evaluation of the project.

The SPO, in close collaboration with the secretariats and Steering Committees and in consultation with the CTA, will further develop an M&E framework for the project in each country. This framework will spell out the objectives, targets and indicators according to which progress will be monitored and performance evaluated. It will also provide details on the M&E process, as well as roles and responsibilities in relation to project M&E.

7.2.1 Planning

An initial orientation and planning workshop for key ILO staff (CTA, SPO, MDT specialists, AO and HQ backstopping officers) will be conducted at the beginning of the project. During this workshop the staff should receive a detailed briefing on steps that preceded the drafting of this project document, and the initiatives addressing child labour in the SACU region. This workshop will also review and revise as necessary the project strategy, logical framework and implementation plan and draw up an indicative work plan for the first implementation stages and a project monitoring plan. These documents will be considered and adjusted during the first planning workshops in the respective countries, where Country Secretariats and Steering Committees will be involved. The work plan and the PMP as agreed will provide the framework for project monitoring.

7.2.2 Monitoring

Ongoing project monitoring will be the responsibility of the SPO. Project monitoring will entail the ongoing tracking of progress according to objectives, targets and criteria agreed with the National Steering Committees. To be useful, the targets set must reflect realistic goals for national performance within a given period. Therefore, the pre-set milestones identified for each item on the list of possible interventions as contained in this document will need refining and adjustment at the planning stage in participating countries. The milestones to be used in a particular country for a particular stage will depend on the concrete areas for which support is sought. The milestones will be incorporated in the national project monitoring plan as targets within the different implementation stages. To be meaningful, the targets must also reflect the context in which activities are implemented to be of use. Moreover, they must be generally agreed upon by all stakeholders to carry weight as a tool for self-evaluation at the end of the

stage. Therefore, the Country Secretariats, SPO and CTA must facilitate the milestone / target setting and self-evaluation process very carefully.

Project reporting focusing on progress achieved, problems faced and proposed corrective action, will be done according to the management procedures and formats agreed between the donor and ILO/IPEC.

7.2.3 Evaluation

At country level

The design of the project makes provision for four self-evaluation “events”. At the end of each implementation stage, the SPO, Country Secretariats and National Steering Committees will engage in self-evaluation workshops. In the workshops, participants will review progress, as well as their performance and commitment at national level against the targets set in the project framework at country level and plan for the subsequent implementation stages. The evaluation workshops at the end of Implementation Stages II (mid-term evaluation) and IV (final evaluation) will be linked to formal reporting to the ILO on project performance. The CTA will draw on the evaluation reports received from the Country Secretariats and the SPO to prepare self-evaluation reports for the whole programme in accordance with ILO procedures.

At project level

The project will be subject to two evaluation processes: a mid-term review and a final independent evaluation by an external evaluation team. The nature, purpose and extent of the mid-term review will be decided in consultation with the main stakeholders of the project, including the donor. The final evaluation will be carried out in line with regular IPEC guidelines and procedures, and will be thus coordinated by the evaluation unit at IPEC HQ. The National Steering Committees and related national mechanisms will be involved in the process as appropriate. Partners, including donors, will be given the opportunity to participate in the evaluation processes and will receive a copy of the evaluation reports.

In the case of both the mid-term review and the final evaluation it is proposed that the same team will be responsible for engaging with both South Africa and the BLNS countries.

7.3 Action Programmes

The implementation of the project will be partly subcontracted to implementing agencies. Once an activity is subcontracted it is referred to as an Action Programme. In line with regular ILO/IPEC procedures, formal agreements between the implementing agencies and the ILO will include an Action Programme Summary Outline (APSO, i.e. project document in the logical framework format, together with an overall work plan) and a detailed budget. APSOs will be developed by the implementing agencies in consultation with the ILO/IPEC field staff. The

Country Secretariats and SPO will play a facilitating role in this regard. IPEC Geneva will obtain the approval of the relevant ILO departments. Within one month of signature of the subcontracts between the implementing agencies and the ILO, the implementing agencies will submit a detailed work plan, which will include a programme monitoring plan.

Progress and financial reports, as well as expenditure forecasts will be prepared by the implementing agencies at intervals that will be determined by the duration of their contracts.

Action Programme monitoring and self-evaluations (mid-term and final) will be carried out by the implementing agencies according to ILO/IPEC procedures and guidelines. Independent evaluations of specific Action Programme could be carried out by mutual agreement and with provision of additional funds.

7.4 Auditing Provision

The donor reserves the right to request that the ILO's external auditor undertake a financial audit of this project. In the eventuality that such audit is requested, additional terms of reference governing the audit would be agreed upon by the donor and the ILO, and attached as Addendum to this Document. Additional funds would be set aside to meet the costs of the audit.

8. Implementation Timeline

	Year	2004				2005				2006			
	Quarter	1	2	3	4	1	2	3	4	1	2	3	4
Project set-up													
- Hiring of project staff													
- Installation of project office													
<i>1. Support to CLAP in South Africa</i>													
0.1.1 Prepare country-specific annexures													
1.1.1. Survey on child labour													
1.1.2. Analysis of raw data													
1.1.3. Provision of technical support to above													
1.2.1. Rapid assessments on WFCL													
1.2.2. Research to identify geographic areas													
1.2.3. Research on proxies for WFCL.													
1.2.4. Research on HIV/AIDS													
1.3.1. Report on good practices													
1.3.2. Research on the work by NGOs													
1.3.3. Consultation on education and CL													
1.4.1. Review lists of hazards and WFCL													
1.4.2. Develop a new list													

Year Quarter	03	2004				2005				2006			
	4	1	2	3	4	1	2	3	4	1	2	3	4
1.4.3. Literature review on work for 15-17													
1.5.1. Policy papers and draft regulation on schools' role in monitoring													
1.5.2. Policy paper and draft regulation on employment of children in liquor outlets													
1.5.3. Policy papers on coordination													
1.5.4. Consultation on work for 15-17, develop a policy paper and draft regulations													
1.5.5. Consultation and guidelines on child domestic work and subsistence agriculture													
1.5.6. Consultation and guidelines on remuneration of children lawfully employed													
1.5.7. Regulation definition of employment													
1.5.8. Regulations on trafficking of children													
1.6.1. Manual for labour inspectors													
1.6.2. Manual for police, judicial officers and prosecutors													
1.6.3. Manual for Home Affairs													
1.6.4. Manual for helpline operators													
1.6.5. Manual for teachers													
1.6.6. Training programmes													
1.6.7. Meetings departmental coordination													
1.7.1. Record key steps taken by key department on child labour monitoring													
1.7.2. Investigation on what is currently happening to children removed from CL													
1.7.3. Guidelines and flow chart for identification and monitoring													
1.8.1. Indicators on CLAP effectiveness													
1.8.2. Pro forma basis for regular reporting													
1.8.3. Prototype evaluation of public policies													
1.8.4. Criteria for impact assessment													
1.8.5. Develop targets for 2005-2010													
1.9.1. Design awareness-raising campaign													
1.10.1. Develop awareness raising materials on BCEA and child labour													
1.10.2. Awareness raising activities on BCEA													
1.10.3. Awareness raising activities on occupational safety measures													
1.11.1. Awareness raising materials on WFCL													
1.11.2. Awareness raising activities on WFCL													
1.11.3. Awareness raising activities on CSEC													
1.11.4. Awareness raising activities on children in illegal activities													
1.11.5. Awareness raising activities on children in liquor outlets													
1.11.6. Awareness raising activities on national school fee policy													

2. Pilot projects in South Africa

2.1.1. Select areas for pilot direct action													
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	Year	2004				2005				2006			
	Quarter	1	2	3	4	1	2	3	4	1	2	3	4
2.1.2. Conduct baseline studies													
2.2.1. Define components of project CSEC													
2.2.2. Design project CSEC													
2.2.3. Implement project CSEC													
2.2.4. Evaluation of project CSEC													
2.2.5 Facilitation of process to modify and adapt existing policies													
2.3.1. Define components project trafficking													
2.3.2. Design project trafficking													
2.3.3. Implement project trafficking													
2.3.4. Evaluation of project trafficking													
2.4.1. Define components bonded labour													
2.4.2. Design project bonded labour													
2.4.3. Implement project bonded labour													
2.4.4. Evaluation of project bonded labour													
2.5.1. Define components project education													
2.5.2. Design project education													
2.5.3. Implement project education													
2.5.4. Evaluation of project education													
2.6.1. Define components hazardous work													
2.6.2. Design project hazardous work													
2.6.3. Implement project hazardous work													
2.6.4. Evaluation of project hazardous work													

3. Support to BLNS countries efforts to combat WFC L

3.1.1. Identify information gaps													
3.1.2 Identify sources of information													
3.1.3. Conduct rapid assessments													
3.1.4. Research on geographic areas WFCL													
3.1.5. Research to establish proxies for WFCL													
3.1.6. Research on HIV/AIDS													
3.1.7 TA to countries conducting or planning to conduct SIMPOC surveys on lessons learnt from earlier regional experience on such surveys in South Africa and Namibia.													
3.1.8 Gather additional information for donor													
3.2.1. Conduct research on NGO action													
3.2.2. Analysis of public policies													
3.3.1. SPIF workshops in the 4 countries													
3.3.2. Elaborate proposals for action plans													
3.3.3. Advocate for the adoption of the plan													
3.4.1. Select forms of child labour and areas of intervention for pilot activities													
3.4.2. Implementation of pilot action													
3.4.3. Evaluation and documentation													

4. Development of subregional support in SACU region

4.1.1. Conduct four rapid assessments on WFCL of a sub-regional nature													
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Year	03	2004				2005				2006			
Quarter	4	1	2	3	4	1	2	3	4	1	2	3	4
4.2.1. Support existing forums dealing with WFCL at a sub-regional level													
4.2.2. Facilitate meetings of these existing													
4.2.3. Draft agreement on trafficking													
4.2.4. Facilitate adoption of agreement													
4.2.5. Facilitate exchange visits													
4.2.6 Support household surveys													
Project monitoring, reporting and evaluation													
- Monitoring and reporting													
- Mid-term evaluations (SA & BLNS combined)													
- Final evaluations (SA & BLNS combined)													

Annexes (separate)

Annex 1. South Africa: The Child Labour Action Programme (CLAP)

Annex 2. Summaries of National Scoping Studies on Child Labour in Botswana, Lesotho, Namibia and Swaziland